

RECREATION  
IN THE  
AMERICAN COMMUNITY

HARPER'S SERIES IN  
SCHOOL AND PUBLIC HEALTH EDUCATION,  
PHYSICAL EDUCATION, AND RECREATION

Delbert Oberteuffer, *Editor*

# Recreation in the American Community

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AMERICAN COMMUNITY

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To

MARTHA *and* DANNY

# CONTENTS

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## PREFACE

ix

## PART I RECREATION IN ACTION

### 1 DESIGN FOR LIVING

3

*Community Centers—Playgrounds—Municipal Athletics—City Wide Activities—Summary*

### 2 TOWN AND COUNTRY

59

*The Beginnings—The Promotional Committee—The Campaign—Campaign Results—The Program—Personnel—Popularity of the Program—Human Needs Universal—Inadequacies in Rural Recreation—Rural and Urban Problems Differ—A County with a Vision—Administrative Aspects*

## PART II PRINCIPLES OF OPERATION

### 3 PRINCIPLES OF ADMINISTRATION

69

*Need for Principles—Nature and Sources of Principles—Fundamental Principles of Administration*

### 4 VALUES IN RECREATION

91

*The Significance of Values—The Sources of Values—Individual Fulfillment—Growth in Human Relationships—The Relationship of Recreation to Education—Summary*

### 5 THE OPERATION OF PLAYGROUNDS

122

*Role of the Playground Unit—Setting the Stage—Administrative Policies and Regulations—Program—Records and Reports—Supplies and Equipment—Areas and Facilities—Summary*

### 6 COMMUNITY CENTERS

210

*Origin and Growth—Who Participates?—Activities and Interests—Democratic Administration—The Role of Leadership—Centers in School Buildings—Centers in Other Buildings—A Controversial Issue—Evaluating the Community Center*

7. COMPETITIVE SPORTS IN RECREATION	262
The Role of Competitive Sports in Recreation—Factors Basic to Successful Operation—Steps in League Organization—Common Problems	
8. COMMUNITY-WIDE ACTIVITIES AND SERVICES	291
Special Services—Arts and Crafts—Drama—Music—Nature and Outing Activities—Sports Clubs and Activities—Other Activities	

### PART III COMMON PROBLEMS

9. ORGANIZING FOR COMMUNITY ACTION	317
Urban Organization for Public Recreation—Rural Organization—Departmental Organization—Community Organization—State Recreation Organization—State Recreation Associations—National Professional Organization for Recreation—Summary	
10. PUBLIC RELATIONS FOR RECREATION	362
Watch Your Step Mr Superintendent!—It Begins at Home—A Problem in Tactics—How to Alienate Friends—Thus Is How It Happened—Planning the Public Relations Program	
11. LAWS AND LIABILITY	386
The Structural Pattern of Public Recreation—The Authority of the State—Local Recreation Legislation—Liability for Accidents—Specific Problems of Recreation Administration	
12. SAFETY IN RECREATION	409
Accidents Don't Happen—The Need for Safety in Recreation—Causes of Accidents—Attacking the Accident Problem	
13. BUDGET AND FINANCE	434
Major Sources of Revenue—The Budget	

### PART IV RECREATION AND THE FUTURE

14. THE WAY AHEAD	447
A New Concept of Leisure and Recreation Will Emerge—Recreation Will Become a Profession—Administrative Structure and Practice Will Be Extended, Expanded, and Refined—State and National Governments Will Expand Their Recreation Services—Programs Will Be Enriched—Areas and Facilities Will Be Improved and Expanded—Research Will Be Stimulated—Clouds on the Horizon	

## PREFACE

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**W**ITHIN the relatively brief period of approximately fifty years the organized public recreation movement in America has experienced a remarkable growth. From its inception to the present time much of this development has taken place, as is true in the early stages of most social movements, with reference primarily to meeting immediate and urgent needs. Hence major emphasis to date has of necessity been upon programs, personnel, equipment, facilities and finance.

It is believed that the last half of the century will witness a corresponding emphasis upon the refinement of policy and practice in the light of carefully selected guides to thought and action. The purpose of this book is to provide a sound basis for determining policy and practice in the management of community recreation. It is hoped the ideas presented will help both students and those already employed in recreation to discover their guides to action in an analysis of the nature and needs of human beings in an urbanized and industrialized democracy.

Both recreation and administration are now beyond the adolescent stage and are treated as grownups throughout the text. Although recreation has not yet achieved full professional status and administration is not yet a science, the harmonious union of the two should advance the interests of each. I have looked upon neither as an end in itself but rather as a means to the enrichment of life through vitalizing and strengthening democracy.

The book is divided into four parts. Part I presents a picture of recreation in action to enable the student to visualize the whole program as an articulated entity before breaking it down and analyzing the parts. Part II directs the search for basic values and principles and applies them to the operation of the various major divisions of a program of recreation. Part III discusses the many problems which must be

solved if the successfully functioning total program is to be achieved. Part IV outlines probabilities for the future of recreation.

No one person can lay claim honestly to being the sole creator of a book. Even if he makes no direct appeals for assistance, he is still largely a clearing house for the knowledge of others whose ideas he has absorbed through the years. I wish to acknowledge my indebtedness to this larger group which includes so many friends in recreation and also to those few who answered my pleas for help promptly and effectively.

For many kinds of help I am indebted to Robert Hurd, Don Dyer, Nathan Mallison, Charlie Vettiner, Walter Scott, G. M. Phelan, Theresa S. Brungardt, K. B. Raymond, Russell Foval, John H. Crain, Ralph Hileman, W. A. Moore, Allen E. Risedorph, J. Earl Schlupp, Harold Teel, Sterling S. Winans, Joseph A. Wilson, C. R. Wood, and the staff of the National Recreation Association.

It has been my singular good fortune to have been associated for many years with Delbert Oberteuffer, from whom I have learned values in relation to people and activities. No statement of acknowledgment can repay my debt to him.

HOWARD G. DANFORD

*The Florida State University  
Tallahassee, Florida  
August, 1953*

# I

## *Recreation in Action*

# Design for Living

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PEOPLE in Merion believed that their municipal recreation program was important although many of them could not have explained why. It was something you felt when you visited the parks any summer evening and saw hundreds of people enjoying themselves there. Entire families came and while the small children played in the sandboxes or on the apparatus, Dad played on his softball team. Mother tried to watch both the children and the softball game at the same time although the playground directors employed by the city always welcomed the children into their various play groups and supervised them carefully.

Scattered over the fifty or more acres of the park were several picnic groups engaged in the various stages of preparing their food. Some were broiling steaks and heating coffee on the stone fireplaces provided in abundance by the city. Others were already eating at the long picnic tables nearby. Three softball games, each attended by a crowd of spectators, comprised largely of friends and relatives of the players, shared the center of the park stage with the ever popular zoo. A constant, never ending flow of people through the zoo area seemed as much a part of the life of the zoo as the grunting cough of the lions, the weird cries of the exotic birds, or the happy and sometimes half-frightened exclamations of the fascinated children.

The swings, slides, jungle gyms, and sandboxes claimed their share of smaller children, while the older brothers and sisters took part in a hard-fought game of volleyball, loop tennis, croquet, golf, or horseshoes. Occasionally, too, the recreation band gave a concert and then every area, including the zoo, relinquished some of its patrons as all ages crowded around to hear the music.

All of this seemed good to the people of Merion. They knew that in their city of 75,000 population sixteen other parks or playgrounds furnished similar leisure interests for the people throughout the three summer months. They knew also that during a considerable part of the remainder of the year community centers were opened where both young and old could find an opportunity to make the most satisfying use possible of their leisure.

As the program of recreation grew and assumed an ever greater importance in the lives of an increasingly larger number of Merion's citizens, it began to attract the thoughtful attention of many people who previously had given it little serious consideration. In a general way the people had accepted their city recreation program as a good thing; it kept children off the streets and out of trouble; mothers could send their children to the playgrounds and be relieved of their care for a few hours, and this, the mothers agreed, was good. But now the city's two newspapers frequently carried feature stories and editorials pointing out the values of the recreation program to the life of the community, the judge of the juvenile court released a story in which he gave major credit to the city recreation department for the low juvenile delinquency rate in Merion, some ministers paid tribute to the program from their pulpits, and, of perhaps greatest significance, men and women throughout the city were saying that recreation made life more worth living; that life with it was different from life without it, and the difference was in themselves. Many persons who thought most seriously about what the people were creating for themselves through their program of recreation spoke of it as "a new design for living."

When the people of a city develop an area of living beyond that which exists in the average community and when these people place great value upon that which they have created, it is almost inevitable that they should be proud of their uniqueness and desirous of pointing it out to visitors. Thus the parks, playgrounds, community centers, and athletic fields became showplaces where visitors often were taken to see those things which helped make Merion distinctive. Within the recreation program were elements which, because of their dramatic appeal, uniqueness, or human interest qualities, were more frequently selected to present to visitors than were many others possessing equal value. Let us in our imaginations accompany a citizen of Merion as



he takes a visitor to enjoy with him some of the activities in this former group

## COMMUNITY CENTERS

The board of education operates fifteen school buildings in Merion, and the department of recreation conducts activities in fourteen of these buildings. Securing the use of school buildings for recreation purposes is not a major problem in Merion because the recreation department is under the administrative authority of the board of education. School community centers are open for twenty weeks only, beginning in early November and ending in March. It is generally recognized that the centers should be in operation for a minimum of thirty weeks in this northern climate, but the recreation budget has increased from \$25,000 to about \$100,000 within a seven year period and even those who are the strongest, most vigorous advocates of recreation realize that a slow steady growth usually is better than one which is too rapid. And even in Merion there are some people who do not believe in tax supported recreation.

Despite the excellent program conducted in the school centers, a visitor to Merion is taken first of all to the Merion Community Center, a large building in the downtown area which was used as a USO center during World War II. This building owned by the city and operated by the recreation department, is open all year round. It is the home of several of the outstanding recreation groups of Merion as well as the central meeting place for numerous individuals and groups not primarily concerned with organized recreation.

### *The Young Adult Club*

The visitor to the Young Adult Club, or YACs as they prefer to call themselves, is impressed by the friendliness of the group. Greeted at the door by a YAC member serving as a host or hostess, he is made to feel welcome and that the Club is honored by his presence. He is also impressed by the large number of young men and young women beyond high school age who are in the building already enjoying themselves in a wide variety of activities, while a steady stream of additional young people passes through the door where they present mem

bership cards before admittance. Upon inquiry he is informed that over 1700 young adults of Merion hold membership cards in the YAC organization, and that, besides the requirement of an annual fee of \$1.50, no one is admitted to full membership until he has completed three work credits of one hour each and attended at least one council or business meeting.

Although approximately 700 YACs are in the building this evening no evidences of rowdiness are apparent at any time. There is noise, plenty of it, but it is a controlled kind of noise which is produced by large numbers of happy people thoroughly enjoying themselves in leisure activities under self-imposed regulations.

The visitor, after checking his hat and overcoat in the downstairs checkroom operated by two new YAC members working out their three work credits, is taken on a tour of the building by one of the hostesses. They go up the stairs to the second floor where in one large room about 100 feet long and 50 feet wide a panorama of recreation in action is unrolled before them.

*Dominating the central area of this large room are the table tennis and pool players. A seemingly endless double row of table tennis tables extends down three fourths of the length of the room, and at every table a mixed doubles game is in action, for the YACs do not permit two players to monopolize a table when others wish to play. There are few spectators at the center on YAC night. The YACs do not come to watch; they come to have fun, and they have more fun when they play than when they watch others play. In addition to the one billiard and four pool tables, six small tables are in use for checkers and Chinese checkers. Most of the YACs desire more action than these games have to offer.*

Completely encircling the one large room are a number of smaller rooms. Some of these are used as offices by staff members of the center, but others are in use by various recreation groups. In the nearest room at the right of the stairway a small group of YAC members is working at the task of mimeographing and clipping together pages of the weekly bulletin entitled "Tel-A-YAC" which is distributed to all members.

In the largest of the enclosed rooms encircling the main floor, a group of nine young men and women is engaged in a discussion of the problem of expanding YAC activities. This is the executive council

of the Young Adult Club, and it takes its responsibilities seriously. Our visitor is invited to listen to the council's deliberations and does so for a few moments. The president is speaking "As all of you know, the purpose of this organization, as stated in our constitution, is to organize and carry out a program of diversified recreation activities for the young adults of Merion and the surrounding area. Some of our members feel that our program is not broad enough, while a few, at least, have told me they thought we were trying to do too much. The chief purpose of the meeting this evening is to talk over this matter of a program and decide what we shall do, although I don't want anyone to think that we must reach a decision tonight. I would like to know how the members of this council feel about it and what you have heard from your friends. But before you answer these questions, I've asked Mary to tell us what we are now doing. Mary."

"Mr. President," replied the secretary, "I should like to point out that we are already conducting a rather extensive program. In addition to our regular club night here at the center on Wednesday, where we have an orchestra dance, table tennis, pool, billiards, photography, dance instruction, singing, chess, crafts, dramatics, special holiday parties, shuffleboard, checkers, and music listening, we have many other activities held at other times and some at other places. For example, within the past six months here are some of the things we've conducted<sup>1</sup>

- 1 A plaid shirt and jeans party
- 2 A toboggan party at Tracy Park
- 3 Roller skating party at the South Merion rink
- 4 Several talent shows with an average attendance of over 300
- 5 Bowling parties and a bowling league
- 6 Classes in photography
- 7 A YAC chorus from 7:30-9:00 every Tuesday evening
- 8 Basketball and softball teams for both boys and girls in the city leagues
- 9 Tournaments in table tennis, shuffleboard and pool
- 10 Folk and square dancing on Thursday nights here at the center
- 11 Scavenger hunt
- 12 Picnics and wiener roasts
- 13 Christmas caroling at the Merion General Hospital and the University student trailer camp

<sup>1</sup> All activities on this list appear in various issues of the bulletin of the Young Adult Club, Madison, Wisconsin

14. A stamp club which meets regularly every first and third Thursday evening of each month.
15. A mandolin and guitar club on Thursday evenings.
16. A chess club which is affiliated with the regional chess league.

These, Mr. President, have been the major activities of our organization during the past few months."

"Thank you, Mary, that is a very good report," said the President. "Now, what are your comments? Are we doing too much? Too little? What do our members want? What additional interests and desires can we help to meet?"

At this point, the hostess, the Merion citizen, and his guest tiptoe out of the room.

Directing the attention of her guests to two smaller rooms, glass-enclosed, the hostess points out that in one of these rooms the dance committee is discussing such problems as selection of orchestras, decorations, and floor shows, while in the other room bridge is being played. She then escorts the visitors through a small door at the rear of the large hall past a partition where she knocks on an inside door. After a slight delay, the door is opened and the three are invited into what was formerly a large vault but which has been converted by the YACs into a dark room for their photography club. Several YAC members are busily engaged in the various phases of the development of pictures. Samples of their work are suspended at different places about the room and give evidence of a considerable degree of skill. On the way out of the dark room the visitor remarks, "This may be the work of amateurs, but it is anything but amateurish."

The next and final stop before going down to the first floor is in front of a very small glass-enclosed room just large enough to include two chairs, a record player, and a record cabinet. "This," the hostess explains, "is a soundproof music room where one or two people can drop in, shut out all the noise, and listen to their favorite classical music. We have a large number of fine records here, all of which were donated to us by different people in Merion. Our publicity chairman simply wrote an article for the newspapers asking people who had records they would like to present to the center to call us and we would be glad to pick up the records. In many cases, we didn't even have to do this, as they brought the records to the center themselves. And, now, let's go downstairs and see what's happening at the dance."

As they walk down the stairs the hostess explains that the Young Adult Club has an orchestra dance every Wednesday night from 8 15 until 11 30 that the cost per dancer is 25 cents and that because of the large numbers attending they are able to secure the most popular dance bands of the city despite the low fee "I believe we have almost 500 dancers here tonight" she declares "and our average is about 400"

On the first floor of the center is a large lobby with many small tables and chairs In addition there is lounging furniture a juke box piano radio and a magazine rack with some of the most popular current magazines and copies of the local newspapers On Young Adult Club nights few if any of the ceiling lights are turned on in the lobby Sufficient light is provided by the floor lamps and the lights from the snack bar Proper lighting effects are looked upon by the YACs as a very important factor in the successful operation of their club Soft, colored lights help create both a romantic and a night club effect The YACs are interested in both

The snack bar occupies one of the two smaller sections of the front area while the checkroom accounts for the other A constant flow of young adults back and forth between the snack bar and the tables emphasizes the importance of food and drink as one factor in a successful community center Guiding her visitors carefully past the patrons of the snack bar the hostess nods to one of the ticket takers at the door of the dance hall and explains briefly that her two guests would like to see the dance for just a moment As they enter the room they are impressed by what one of them refers to as the "atmosphere of the dance compounded of such elements as the decorations lighting orchestra and dancers

By the ingenious use of fireproofed crêpe paper balloons and colored lights the decorations committee has transformed a plain almost drab large room into a fairyland of color within which several hundred young people dance Directly across the floor from the entrance the orchestra seated on an elevated and uniquely decorated stage contribute greatly to the color of the occasion through the splendor of their uniforms and the excellence of their music Soft colored lights shed a diffused glow about the room helping to create that all important "atmosphere" so vital to the success of the dance

The music stops and a young man steps to the microphone to an

nounce that a floor show will follow immediately. The first number will be "the brilliant accordionist Bob Smalley, who won the grand award in the finals of the recent amateur talent series conducted by the YACs. As Bob acknowledges the applause, our visitors leave the room, secure refreshments at the snack bar, and sit down at one of the few unoccupied tables in the lobby.

"Well, what do you think of it?" the Merion citizen asks his out-of-town guest. He has wanted to ask this question long before but has restrained himself with considerable difficulty.

"Before I answer you," the guest replies, "I want to ask our hostess a question, and then I would like to have you help me conduct about a ten minute investigation. This is my question: where is the leadership? I mean the professional paid leadership, which is responsible for this center? Everywhere I've been tonight I have seen large numbers taking part in activities with apparently no trouble whatsoever but, although I've tried to pick out the leaders, I haven't been able to do so. Surely this center doesn't run itself."

"No, you're right there," the hostess laughingly replies. "There are, I believe, at least four, possibly five, staff members on duty tonight, not counting the snack bar workers. They are well trained recreation workers who have had several years of experience. They rather pride themselves upon the fact that they don't look nor act like the traditional supervisor. They do their work in such a quiet, efficient, unobtrusive fashion that you can't tell them from our members unless you know them. See those four people at the table next to the juke box? One is the director of the center, one the advisor to the Young Adult Club, and the others are the president and the secretary of the club. I doubt if you could tell which is which were it not for the fact that the director is a little older than the others."

"That takes care of my question. Now, this is the investigation I'd like your help on," and the visitor turned to his host for the evening. "I want to find out from a few of these young people just how they feel about this center or the Young Adult Club. I want their reactions in their own words, and I'll tell you why I want them. I'm going to do everything in my power to see to it that my town does something like this for our young people, and I need these statements as part of the ammunition I'll be using. Let's separate, mingle with these people,

jot down what they say, and then I'll meet you here in about ten minutes and we'll compare notes. But, first of all, I think we ought to thank our gracious hostess and release her from her responsibilities where we are concerned, so she can enjoy herself the rest of the evening."

A half hour later the two friends compile their exact quotes:<sup>2</sup>

"It's the only decent place in town to come and dance."

"I've never had so much fun in my life."

"It's the only decent place a girl can go alone. You have a wonderful chance to meet people here, too."

"Compared to a night club, it sure saves a fellow's pocketbook, and the bands are a lot better."

"This is the only place my wife and I go any more because it costs so much other places, and then we like the crowd down here."

"One of the nicest things we've ever had in this city."

"I come regularly to the center. It sure is a great thing."

"Gee, I wish we had had a place like this ten years ago."

"I think it is wonderful. I met my husband here. At a YAC dance, that is."

"There aren't words or space enough to express my thoughts about the center and particularly the Young Adult Club."

"Since I have been on the Young Adult Club council even I can see the change it has made in me, and I'm sure happy it has happened."

"Now I'm ready to answer your question," said the visitor. "I don't blame you for bragging about this place and wanting to show it off to visitors. It's worth bragging about. This is one of the finest things I have ever seen. I wish everyone in my city could see it because you have to see it to appreciate it. You must talk to these young people to find out what it really means to them, the extent to which their lives have been enriched by it, and what it would mean if it were ever taken away from them. Frankly, I don't think they will permit anyone to take it away from them. I become almost sick at heart when

<sup>2</sup> Each statement in this list is an exact quote by a member of the Young Adult Club of Madison, Wisconsin. The list was compiled by staff members at the request of the Director of the Madison Community Center.

I think that in our city—and we're probably no worse than the average city—we have done almost nothing to assist our young adults to develop a program like this one. They take their recreation where they can find it, and you know the kind of places where they find it. This has been a memorable evening in my life, and I want to thank you for it."

The two men walked out of the Merion Community Center.

### *The Older Adult Klub*

Imagine, if you can, a group of almost 400 older people, many of whom are over ninety years of age, square dancing strenuously for more than three hours an evening. Events of this nature, unusual in the average community, are taken for granted in Merion, where the Older Adult Klub, or OAKs, has brought a new zest for living to several hundred of its older citizens.

Medical science in this country has achieved great success in prolonging the lives of people. Johnson points out that "the average life span at the time of the Roman Empire was 23 years; in 1900 it was still only 47 years, but by 1930 it was 60 years, and in 1940, 63 years. From another viewpoint, statistics show that between 1930 and 1940 the total population of the United States gained only 7.2 percent, while the number of people of 65 years or older increased by 35 percent. It has been estimated that by 1960 the average life expectancy in the United States would reach 75 years."<sup>2</sup> More recent figures reveal that the average life span by 1948 had increased to 67.2 years. The total population gain during the period 1940 to 1950 was 14.5 percent, while the number of persons 65 years of age or over increased 28.6 percent.

Dublin further highlights this radical change in the character of our population: "Thus, in 1900, in a total population of 76 millions, only 4.1 percent were in the sixty-five and over age bracket; less than in the more stabilized countries of Europe. . . . The census of 1950 will, according to latest estimates, show more than 11 million people over sixty-five years of age, or 7.7 percent of our total population. In other words, the proportion of older persons has about doubled in

<sup>2</sup> Wingate M. Johnson, *The Years After Fifty*, McGraw-Hill Book Company, Inc., 1947, pp. 2-3.



the last half century, and the absolute numbers have almost quadrupled."

Unfortunately in many instances the aged individual is living under conditions that create in him a feeling of rejection of being unwanted, of inadequacy and the bitter realization of increasing uselessness. Industry doesn't want him; those with whom he lives frequently do not want him; recreation departments have ignored him. Life has for him but one dimension—length. He is marking time until death and this waiting period too often is characterized by an almost intolerable unhappiness not only for him but also for those with whom he associates.

Lawton emphasizes the deterioration of health and civic status which frequently characterizes old age.

Louis Humman, professor of internal medicine at Johns Hopkins, says that of 500 patients consulting him on purely physical disorders "There were one third with out any discoverable organic cause for the symptoms of which they complained." Of the 500, 390 were over forty and within this group 159 were over sixty. Persons over forty-five make up one-third of first admissions to state hospitals and if we break this down the age group over sixty-five makes up one-fifth of the total admissions. If our older people lead passive, futile lives with more time to brood over their ills, fears, and frustrations they will in the future even more than now crowd outpatient clinics with complaints that are not genuinely physical but often are mental or functional.

Finally, and in terms of the broader aspects of our national life, we must recognize that it is a normal tendency to grow somewhat more rigid and hostile to change and new ideas as we get older. If it is important to have an electorate which is alert and progressive and which participates actively in studying the issues facing the country, we must utilize devices that will help retard the declines which accompany old age and exploit the gains. Otherwise we will have a group of voters who are afraid and ignorant of the present and interested only in the past. A large and constantly increasing portion of our citizens will feel frustrated, hostile, and excluded because they have no definite outlet for their energies and abilities and for their desire to function as part of our society. We must be ready with a plan for older people.

\*Louis I. Dublin, "Our Aging Population," *Recreation*, February 1950, pp. 538-539.

Dublin's prediction proved to be quite accurate. The 1950 census showed 11,601,000 persons in this country 65 years of age and over, or 7.7 percent of the total population.

before mounting social and economic tensions create a new, disruptive minority group<sup>5</sup>

If life for the aged in this country is to be two-dimensional if life is to have depth as well as length, if it is to possess meaning and significance and vitality social science must match the efforts of medical science and help enrich the lives of this increasing segment of our population. One of the ways this can be done is through a program of recreation wherein the latent talents of these people will be channeled into constructive leisure activities which challenge their abilities, restore their sense of individual worth build new friendships, and create a new happiness that endures throughout the twilight of their lives.

Any citizen of Merion thirty years of age or older, may become a member of the OAKs upon payment of a \$1.50 annual membership fee. The youngest member is 33 years of age, the oldest 96 with the average age 55. The Klub meets regularly at the center every Tuesday from 7:00 to 11:30 P.M. and participates in a varied program of activities. On Thursdays beginning at 8:15 and ending at 11:00, the OAKs hold their weekly card party with euchre and 500 the most popular games followed by whist and cribbage. They enjoy playing for small prizes which are purchased from a fund created by charging each player 25 cents for each evening's play.

The oldsters like to eat together. Once each month the Klub enjoys a potluck supper and honors its members who have birthdays during the month. A recent issue of its weekly publication *Oakleaves*, describes one of these events.

Four beautiful and delicious birthday cakes graced the head table as over 100 OAKs enjoyed their monthly potluck supper Tuesday night, May 3 and celebrated 22 birthdays. Mrs. Florence Kesler celebrated hers by bringing a beautiful bouquet of violets which was given to the gracious hostess of the snack bar after the meal. The cakes were the gifts of members with birthdays this month. Mrs. Irene Walden, Mrs. Irma Owens, Mrs. Lydia Jackson and Mrs. Daisy Craig. "Happy Birthday" was sung by all, followed by community singing, one of the OAKs favorite indoor sports. The crowd then retired to the dance hall for a free membership dance with music by the newly discovered OAK 4—Mrs. Olga Borden at the piano, Gus Johnson guitar,

<sup>5</sup> George Lawton, "You Cannot Demobilize Old People" *Survey* Midmonthly April, 1946 p. 105

Don Willis, harmonica, and George Hunt, violin Conversation, coles, and cards rounded out the evening <sup>6</sup>

OAK organization provides for six major committees, each operating under its own chairman Their constitution indicates the function of each committee and, thereby, gives a fairly comprehensive idea of their program in its broadest aspects

#### OLDER ADULT KLUB COMMITTEES

- 1 Card Committee Chairman—Duties
  - a. Appoint your own assistants each card club night in arranging cards, score sheets and pencils also checkers
  - b. Collect cards and score sheets after each session Assist Vice President in tabulation of scores
- 2 Dance Committee Chairman—Duties
  - a. Appoint your own assistants, supervise dance hall, ventilation, tempo of music, and condition of floor
  - b. Plan special holiday dances Halloween, hard time, etc., submit your program in advance to the council each month
- 3 Food Committee Chairman—Duties
  - a. Appoint your own assistants for potluck suppers, picnics and special parties
  - b. See that tables are arranged and membership notified as to what they are to bring, plan events ahead for each month
- 4 Sunshine Committee Chairman—Duties
  - a. Appoint your own assistants
  - b. Be responsible for cards for various occasions, flowers for funerals, and notify the publicity chairman regarding such occasions
- 5 Publicity Committee Chairman—Duties
  - a. Appoint your own assistants, be responsible for Oakleaves, its folding, addressing and mailing
  - b. Supply special news and announcements from various chairmen one month in advance if possible
6. Activities Committee Chairman—Duties
  - a. Appoint your own assistants, plan special events such as Hobby Show, Old Time Fiddlers Contest, Variety Night program, having something doing often to assure a varied program Programs should be prepared at least one month in advance for submission to the council <sup>7</sup>

<sup>6</sup> Adapted from *Oakleaves*, weekly bulletin of the Older Adult Klub Madison, Wisconsin

<sup>7</sup> Constitution of the Older Adult Klub, Madison, Wisconsin.

Most of the OAKs enjoy greatly their old time dances although a few never before learned to dance. For this group and others who wish to improve, square dance classes are held each Thursday at 7:30 P.M. Care is taken to exclude spectators, for these older people are very sensitive about their lack of skill. Each year the Halloween Masquerade Dance proves to be one of the most colorful events. Clever and amusing costumes are so numerous as to make judging a difficult task. At a recent Halloween Dance among the best costumed OAKs were a lady attired as a gypsy, another as Topsy with tiny pig-tails and a gunny sack dress, a pair of ghosts and a witch, and a hired hand who led a specially constructed cow onto the dance floor preparatory to milking her, then changed his mind and led her away again.

The OAKs like music, but it must be music with which they are familiar. They make no pretense at liking something they do not like for the sake of "culture." There is no artificiality about them. Group singing of the old songs is always popular. Their home talent programs, which have become increasingly attractive, revolve largely around the music theme, as indicated by the following announcement from a recent issue of *Oakleaves*:

A most enjoyable home-talent program was directed by Mrs. Clarence King on Variety Night, Tuesday, May 17. It is remarkable the amount of really fine talent that has been bottled up among the OAKs waiting for clever directors to draw it out; wonderful, too, how much performers and audience alike enjoy these programs increasingly each time. Following is a brief list of the numbers on the program. Space does not permit the commendation which should be given to each excellent performer of the evening.

Mrs. Helen Mattison, accompanist; community singing; OAK Glee Club; Ben Vickers and Gus Torkle, piano and guitar; Miss Alma Ward and Robert Hunt, vocal duet; Don West, harmonica; Gus Torkle and John Winters, guitar and mandolin; George Davis, harmonica; Melvin Land, fancy dancing; Harold Belden, recitation; Miss Mary Bossart, original essay; Mrs. Louise Schmidt, recitation and song; Mrs. Ida Conners, original poems; Robert Evans, monologue.<sup>3</sup>

An annual Old-Time Fiddlers' contest is a highlight of the OAKs' program. Colorful handbills are distributed weeks in advance of the

<sup>3</sup> Adapted from *Oakleaves*, weekly bulletin of the Older Adult Klub, Madison, Wisconsin.

contest throughout towns and villages within approximately 50 miles of Merion. The members sell tickets to the big show and all profits are turned over to the OAK treasury. Prizes are awarded in two classifications: (1) contestants 40 years of age or older; (2) contestants under 40 years of age. First, second and third prizes of \$35.00, \$25.00 and \$15.00 are awarded in each classification. An entry fee of \$1.00 is charged each contestant. Admission prices are 50 cents for adults and 25 cents for children.

Among other interesting activities in which the OAKs engage are picnics, boat rides on the lake, hobby shows, shuffleboard, crafts and spelling contests.

Highly skilled leadership is basic to the successful operation of the OAK program. A leader may be successful with the YACs and unsuccessful with the Older Adult Klub. Specialized knowledge, skills and techniques are essential. A leader of the OAKs who has had several years of very successful experience working with them volunteered this information: "They are not an easy group to work with. They are sensitive; their feelings are easily hurt. Some of them seem to be chronic grippers. They are very particular about getting credit for what they do. This is one reason we try to get as many names in each issue of *Oakleaves* as possible. They resent change; it seems to give them a sense of insecurity. They want to follow a routine. They are set in their ways. A leader must have patience with their little quirks and idiosyncrasies, as they are easily offended and carry a grudge for some time. But I would rather work with these people than with any other age group because when I see them dancing or singing or playing games or just sitting around the tables in the lounge having a good time, something way down deep inside of me says that this is a part of the good life and that I am partly responsible."

### *The Loft*

Largest of all clubs in the Merion Community Center is the club for senior high school youth known as the Loft. More than 2700 boys and girls from Merion's five high schools belong to this organization, pay annual dues of \$1.50 and take part in its activities on Friday and Saturday nights beginning at 7:00 and continuing until 11:30.

The Loft's program is similar in many respects to that of the YACs.

as is its plan of organization. Orchestra dances and numerous other activities are held on both Friday and Saturday nights of each week. Behind the smoothly operated program, a governing body of youth works constantly, planning and guiding the affairs of the group with the assistance of staff members of the community center. Good leadership is enabling the Loft to avoid those mistakes which have proved fatal to so many youth centers: (1) too much adult control; (2) too much youth control, (3) a narrow, sterile program. One of the major factors in the success of the Loft is the manner in which *youth and adults* cooperatively plan and conduct a varied program of leisure activities. Youth are given an opportunity to carry just as much responsibility as they can bear, but they are not permitted to assume responsibilities, the proper discharge of which demands highly trained adult leadership.

### *Saturday School Centers*

More than 3600 boys and girls in Merion go to school on Saturday. They constitute almost one-third of the total school enrollment. Their attendance is entirely voluntary and so great is their interest that hundreds are waiting outside the buildings at nine o'clock in the morning for the doors to be opened even on the coldest days. The magnet which attracts them is a broad program of recreation conducted in fourteen of the city's public school buildings. All buildings are open for three hours in the morning, four during the same number of hours in the afternoon; and five from 7:00 to 10:00 at night.

Children in the elementary schools are not admitted to any evening centers. It is this group, however, that constitutes by far the greater portion of the Saturday daytime attendance, especially in those buildings offering the most extensive recreation programs.

A visit to one of these centers is an exhilarating experience. As we enter the door of the new Webster Elementary School, we see a group of children checking their hats, coats, and galoshes before going to the activity in which they are interested. Obedience to the rule requiring the checking of such articles of clothing is enforced rigidly, since failure to do so in the past frequently resulted in the loss of clothing when it was laid aside in the gymnasium or activity rooms and then forgotten.

The director of the center tells us of some interesting experiences when the center was first opened "Many boys," he said "when they first came to the center, wore their hats in the school building. They had learned they should not wear their hats in the school building during the school day but this was Saturday and it wasn't school. We had to reteach them manners because what they had been taught had not carried over into other situations. Then too for the first time in their lives they found themselves in a school building free to go to any room they wished free to participate in any interest or activity desired free to make choices. There were no bells no teachers no time schedules no regimentation whatsoever. Many didn't know how to act. At first they stood around waiting to be told what to do and where to go or they ran all over the building staying in one place for just a few moments and then moving on. We had to stop this indiscriminate running about. You can see that we have in each corridor one person who is called a hall supervisor. His work includes primarily the maintenance of order and the prevention of loitering in the halls. No running or loud talking is permitted. While the youngsters are allowed to pass from one room to another they are not permitted to move constantly back and forth through the halls. They are told they must get into an activity and if they persist in roaming the halls they may be asked to leave. This is a fairly drastic punishment and seldom has to be repeated. After all they're here solely because they want to be. This is one great advantage we have over the school teachers. But you're interested in seeing the center. May I show you around?"

We assure the director we will be grateful for his guidance and are taken up to the third floor of the building and into a large room with many tables and chairs in it. This is the game room and almost every imaginable table game is available. The room is crowded but not uncomfortably so with children from the first grade through the junior high school. A young woman leader is teaching several children how to play dominoes.

As we open the door of the music room we are greeted by the delightful strums of "Oh! Susannah," produced by the ukulele club a group of eight boys and girls. Most of the members of this club are about ten years of age; a university student is the leader. After leaving the room we ask the director where he secures his leaders.

"We have a staff of twelve persons," he answers, "not counting myself. Five are university students, five are teachers, one is a full-time employee of the recreation department, and one—the leader of the stamp club—is a retired insurance man who lives near here and whose hobby is stamp collecting. I am a teacher in one of our high schools."

On our way to the library, we ask the director if these leaders are doing good work.

"Yes," he says, "they are. They are doing a good job, but none of us is doing as good a job as this community deserves, chiefly because with all but one of us recreation is a secondary interest."

We ask what he means by this.

"This is what I mean," he proceeds. "The primary concern of the students on our staff is their work at the university. They are here, not because they wish to make recreation their life work but because they need financial assistance to get through school. The same is true of the teachers, to whom teaching is primary and recreation is a secondary means of augmenting their income. This may sound a bit cynical, but it isn't meant to be. It is a simple statement of fact. Take my own case, for example. The director of a community center should be a keen student of his community. He should know his people, mingle with them, discover their needs and interests, meet with neighborhood groups, plan the center program in cooperation with a community center council, and then interpret this program to the community. It is, or ought to be, a full-time job, but I have no time for this kind of detailed planning. My school work has to come first. I suppose recreation will always have to depend upon a number of part-time leaders, but it seems to me that this is a fatal weakness in recreation at the present time. How far advanced would the teaching field be if it had to depend very largely upon personnel to whom teaching was a subordinate interest? Please don't misunderstand. Our staff is an excellent one. I just wish all of us could concentrate on the development of a great leisure-time program for this community. We are merely scratching the surface. And, now, let's look in on the library group."

The Merion Library Board not only operates the downtown public library but also administers a number of branch libraries throughout the city. One of these branch libraries is in the Webster School Joint planning by recreation and library officials resulted in the opening of



this library at the time the community center is open thus adding an important phase of recreation to the program at no cost to the recreation department Several children are scattered about the room reading while in a partially isolated section of the large room nearly forty small children are seated in a semicircle about a young woman who is telling them the ever fascinating story of *The Three Bears* To these enraptured children our intrusion goes almost unnoticed

A brief visit to the stamp club is next Gathered about a long table are eleven children poring over their stamp books Occasionally one picks up his stamps goes to the head of the table and confers with the club leader These young philatelists are so deeply engrossed in their hobby that they pay even less attention to us than did the group in the storytelling session

The director smiles as he ushers us into another room and notes our amazement when we see what the fifteen or more children are doing We certainly never expected to see a typing class in a recreation center but there it is and the children can't be more than twelve years of age We can hardly wait to get out of the room to ask the director how this typing group happened to materialize

"Frankly, I don't know whether it's a good idea or not," he confesses "For a long time I've wanted to experiment with typing as an activity in this center and finally was able to secure the loan of these typewriters for Saturdays only from a local typewriter company I have been swamped with requests from children to join one of the classes I have scheduled three morning classes and may schedule some more in the afternoon I really shouldn't call them classes since we don't use that word in this center We prefer the word club or group Class sounds too much like school It is too formal This is not a school, and yet all of us believe we are educators as well as recreation leaders Sometimes I think these children learn more on Saturdays than they do on any other day in the week If recreation is any socially wholesome leisure activity in which a person takes part simply because he enjoys doing so then typing is good recreation It is highly popular and many parents have told us how happy they are that their children are learning to type I have heard only one criticism and that came from a father who half jokingly said he was being high pressured by his son to purchase a typewriter and he didn't see how he could do it

After the typing class, we are prepared for anything in this center. The director suggests we visit the gymnasium next. He informs us that the Webster School has two gymnasiums, 70 feet by 45 feet, side by side but separated by a soundproof wall.

"This building," he says, "was built with the idea of using it as a community center. Not only does it have more and larger gymnasiums than are usually found in elementary school buildings, but the heating unit was built in such a way as to make it possible to heat certain sections of the building without heating the entire building. For example, the gymnasiums, auditorium, activity rooms on the basement level, and three or four other rooms in this part of the building are on the same unit. This means a large sum of money is saved in cold weather, for very seldom is the entire building in use for community center purposes. Also, look at this metal gate across the hall which shuts off the remainder of the building from the children. It folds back against the wall when not in use. This saves us a great many supervising headaches by preventing the children from running all over the unused parts of the building. But here we are at one of the gymnasiums."

Two teams composed of boys of junior high school age are playing volleyball in a large, well-lighted gymnasium with approximately twenty boys and girls watching from the sidelines. Cries of "Set it up," "Spike it," and "Block," combined with a playing skill considerably beyond that usually displayed by junior high school boys, prompts the question: "How did you ever get these boys to play volleyball and like it?"

"These two teams," the director explains, "are part of a six-team league that plays here each Saturday morning. The referee over there is the teacher of physical education in a nearby junior high school. His school is housed in the same building with the senior high school, and because of inadequate gymnasium facilities, he has a great deal of difficulty conducting an intramural program after school. So he teaches volleyball to his boys during the week, organizes an intramural league for play on Saturday mornings, and we employ him to take charge of his own league in our center. I believe the reason the boys like the game is that they play it rather well, and they play it well because they have been taught properly. Since the junior high schools in Merion began playing volleyball on an interscholastic basis, both

interest and skill in the game have increased greatly among the boys throughout the entire city."

After watching the game for a moment, we step into the other gymnasium, almost an exact duplicate of the one we have just left. Between sixty and seventy boys and girls, ranging in age from about ten years to fifteen, holding hands in a large circle move rhythmically in toward the center and back out again to the music provided by a versatile young man playing an accordion who also calls and teaches the dances. As the children begin a Grand Right and Left, even the most casual observer can detect a look of happiness on their faces.

"We have children who leave all other groups when the folk dancing begins," explains the director. "Several boys even leave the basketball court, and when this happens in Merion, where basketball is king during the indoor season, the millennium has been reached as far as folk dancing is concerned. The explanation, of course, lies in the leadership. Would you like to see some other activities?"

We are conducted out of the gymnasium, down a short flight of stairs to the basement level, and into the school shop where a group of children is engaged in a variety of craft activities. Some are pouring plaster of Paris into molds, others are opening molds and extracting vases and figurines, while one boy is painting a small plaster cowboy. Two girls are so completely absorbed with putting the finishing touches on their beautifully colored plastic rings that they never once glance at us as we look over their shoulders. Pounding away with what appears to be considerably more vigor than finesse is a small lad of about six years of age. He is making a copper ash tray for his dad, he explains, and continues to wield the small wooden mallet as though working against time. An older boy operates a jig saw, cutting out parts for some table games to be used in the center's table game room.

As we start to leave the shop, a small, poorly dressed, and not too clean-faced girl sidles up to us and challenges our attention with, "Look what I made," thrusting toward us, clutched in a grimy fist, a crudely carved soap figure. Without the slightest hesitation, the director accepts the figure with one hand, pats the child on the back with the other hand, and compliments her highly for her carving, at the same time apparently greatly admiring her handiwork.

"To fail to praise this girl for her efforts, no matter how crude the result, would be a heartless and cruel thing," he observes after we

have left the shop. "Judged by almost any standards, the carving was not well done, but it was the best she could do, and because of this she deserves praise. She gets little enough praise in the other areas of her life."

"We call this our activity room," the director explains as he ushers us into a large room with a terrazzo floor on which are painted six shuffleboard courts. Each of these courts is in use "by a fifth and sixth grade shuffleboard league organized by the physical education teachers in this school. We have found the physical education teachers at this school to be very cooperative. At the beginning of the year we plan together the sports program for the center. They teach the skills and develop an interest in such sports as shuffleboard, basketball, volleyball, table tennis, newcomb, and hit pin baseball. We then provide the opportunity for these same children to enjoy the skills recently developed in both highly organized and informal competition. Each program supplements and complements the other."

"Do you use this room for other purposes?" we ask.

"Oh, yes," replies the director. "We use it for group games for the younger children, and at night it's our dance floor. We'll have 300 junior high school boys and girls in here tonight for a juke-box dance. Let me show you how we handle refreshments at our dances." He walks over to one end of the room and rolls up a wooden partition separating the dance floor from a small kitchen. With the partition up, a serving counter long enough to accommodate five or six persons at one time is made available. "We sell soft drinks, hot dogs, and candy," he observes. "The kids would think it a sorry party if they couldn't get something to eat and drink."

Closing the counter the director turns and leads us back up the stairway, pausing momentarily at the door of a room which he refers to as the table tennis room. The room holds five tables, each of which is being used for doubles play.

"This is the extent of our program at this time," he remarks, "but in half an hour a drama club meets in the auditorium, and this afternoon we're showing some movies. Frankly, we're not sure whether we ought to include motion pictures in our program. We're experimenting now. There's no question about the reaction of the children. They like them, but when the movies are on almost everything else stops. Several of us doubt if our job is to entertain children."

"What are you doing with clubs?" we ask.

"I was afraid you would ask that question" the director laughingly replies "This probably is the weakest part of our program. We do have stamp and drama clubs but that is about all. We need to develop the club phase of recreation in this center. Perhaps the chief reason we have done very little with clubs is that none of our leaders has had any club experience.

"Regardless of this you have an excellent program here one of which any center and any city might well be proud" we answer "and we appreciate very much the time you have given us."

The visit is over and on our way home it seems to us that if all the people in all the Merions of this country could experience what we have just experienced they would demand that their locked school buildings be thrown open on Saturdays to the children of this nation where unhampered by the traditional restrictions of the week day school they could take part in a vast laboratory for experiments in education and recreation designed to meet the biological and social, as well as some of the scholastic needs of children.

## PLAYGROUNDS

The seventeen summer playgrounds in Merion are operated under leadership throughout a twelve week period almost from the day schools close in June to the day they open in September. A few years ago Merion's playgrounds were open only nine weeks but the city council appropriated additional funds when a delegation from the Parent Teacher Association urged them to do so saying "Our children are happy and contented on their playgrounds for nine weeks and then for three weeks they don't know what to do with themselves. We had more children injured while playing in the streets during the last three weeks of the vacation period last summer than were injured during the entire previous nine weeks when the playgrounds were in operation. We don't want to be worried about where our children are playing. We want our playgrounds open all summer."

And when the city park superintendent reported that there was far greater destruction of property in the parks during the three weeks when the playgrounds were closed than during the nine weeks they

were open, the council unanimously voted the necessary funds for a twelve week program

Almost half of all the participants in all phases of Merion's recreation program throughout the year are participants in the summer playground activities. During a recent year the total participation at all activities was 704,231, of this number 334,096 attended the public playgrounds.

A visitor to these playgrounds is impressed by their cleanliness, their good equipment, including apparatus, their adequate supplies, the number and variety of activities carried on at the same time, the lack of any place to sit down except on the ground, and, most of all, by the many evidences of a high quality of leadership. Among the many strong points of the Merion playground program is its supervisory personnel who visit all the playgrounds and assist the leaders in many ways to improve themselves and their programs. Since the supervisors are in a better position than any other persons to get an overall view of the total playground program, let us take a few imaginary trips to Merion playgrounds by reading excerpts from some of the more detailed supervisory reports required once a week by the Department of Recreation.

### *Whittier Playground*

On Monday afternoon I visited the Whittier Playground where the children's playground council was planning to hold its annual pet show. Both Mr. Shafer, the director, and his assistant, Miss Everson, were meeting with the council, which I pointed out to them later was a good thing. So frequently, when only the woman director takes part in planning events of this nature, the boys on the playground fail to participate because they think the man director isn't interested. All seven council members were present and took a very active part in planning the show. The directors did not dominate the meeting nor did they fail to give the proper guidance to the children. The meeting was an excellent example of what the school people call "pupil teacher planning." The children at Whittier look upon the pet show as their show. They have planned it and they will carry it out. I congratulated the directors on putting into practice that basic principle of good administration—the principle of creative participation which calls for

*bringing into the planning all persons or their representatives who are involved in the plan*

Here are a few of the most important regulations they agreed upon

- 1 Any child aged two to sixteen may exhibit anything that has life
- 2 Cats and kittens should be in baskets or crates
- 3 Dogs should be on leash or crated
- 4 Participants must be ready to exhibit at 1 o'clock on July 14
- 5 Public Review will be held from 1 to 4 P M
- 6 No pet may be removed from exhibit before 4 P M
- 7 All exhibits must be removed before 6 P M
- 8 All exhibits are at owner's risk
- 9 No pet is to be brought that the owner cannot handle.
- 10 Participants may bring anything they wish to beautify their space
- 11 Any child abusing his pet will be disqualified
- 12 Prizes will be given for the following
  - a Smallest pet
  - b Largest pet
  - c Pet with the longest ears
  - d Pet with the longest hair
  - e Best decorated pet
  - f Most unusual pet

I offered only one suggestion—that snakes be excluded. The suggestion was accepted and became a part of Regulation 1.

Following the council meeting I saw two excellent illustrations of how playground activities may be correlated. Miss Everson conducted a story period for younger children during which she told two stories based on the theme of kindness to animals and Mr. Shafer's crafts period was devoted almost entirely to the building of crates and other items needed for the pet show.

Later in the afternoon Miss Everson and her girls worked on their Japanese lanterns to be carried in the lantern parade next Wednesday night at Emerson Park. She reports that Whittier will have at least thirty-five lanterns in the parade. Several of their lanterns are being constructed from discarded ice cream containers which some of the girls secured from the drug stores in their community.

I saw the finals in the midget junior and senior boys loop tennis

tournaments. Mr. Shafer refereed these three matches which were hard fought and witnessed by an enthusiastic crowd of over one hundred spectators, several of whom were adults. Loop tennis, without doubt, is the most popular of all our individual sports, and we could use twice as many sets as we now have. I suggested to Mr. Shafer, after the matches were over, that in general it is not wise for the director to officiate in playground contests, as it ties him down to one location for too long a period of time. He is unable to give any attention to other matters. For example, while he was officiating, I saw several violations of safety regulations by children using the swings, but he was too busy to see them or to do anything about them if he had seen them. I suggested that he organize an officials' club and teach some of his older boys how to handle such events. He thought this was a good idea but also thought that occasionally it might be well, in events of major importance, for him to take charge himself. We agreed that an officials' club could be very helpful to him and that it should serve as a means of giving boys an opportunity to develop a number of important leadership qualities.

One thing is certain—there are two excellent directors on the Whittier Playground who look upon activities as means, not ends.

### *Lincoln Playground*

As I drove up alongside the Lincoln Playground Tuesday afternoon, a little, anemic-looking, ragged, and dirty-faced girl about eight years of age came running to meet me. She could hardly wait until I got out of the car to say, "Do you know who I am?"

"I haven't the slightest idea," I replied. "Who are you?"

And then her answer came in a voice so charged with pride as to be almost ludicrous considering the speaker. "I'm the midget girl checker champion of Lincoln Playground."

I patted her on the back and told her what a splendid thing it was that she should be the midget checker champion, and then I hurried to talk about her with the directors, Mr. Evans and Miss Simpson. They said that she came from a very poor family, that she was not a good student in school, and that this was probably the first time in her life she had ever risen above the level of mediocrity. For the first time she had done something which lifted her above her fellows, she had



achieved she was superior in one thing she had attained status. Other children now pointed her out as a champion where before they had ignored or at best had tolerated her. Life for Mary had suddenly become a far finer thing than it had been before.

I discussed the case of Mary with the directors pointing out that all children should have an opportunity to experience this exhilarating sense of achievement and that one of the reasons the playground program should include a wide variety of activities is that every child, regardless of his abilities or limitations ought to be able to find something in which he can be superior. I believe all of us realize now more fully than ever before how recreation can help meet some of the basic needs of people. Certainly the contribution which checkers made to Mary's mental health is clearly evident.

This playground was a regular beehive of industry during the time I was there. I counted over 150 different children and all were engaged in some form of recreation. The horseshoe courts were in use as were the paddle tennis and aerial tennis courts. The croquet golf course was crowded and the sandbox was alive with small children. The loop tennis set as usual was never idle a mixed volleyball game on an informal basis was in progress and the jungle gym and horizontal ladder were in constant use. The directors at Lincoln although not as experienced as some of our other directors are extremely well liked by the children. They certainly possess the ability to interest youngsters in many different activities and to organize and direct a number of things at one time. A few of our staff members do a good job with two or three activities in progress at one time but they apparently become confused when the number increases.

Mr Evans spent some time showing the boys at the horseshoe courts how to throw ringers using the one and a quarter turn. It isn't often our directors take the pains to teach boys a correct way to pitch horseshoes so I praised him for it but I was forced to call his attention to the manner in which a few boys were misusing the mallets in croquet golf. One mallet was broken and another split badly while I was on the grounds simply because the boys swung the mallets incorrectly.

The best work I saw Mr Evans do occurred during an interplay ground softball game between his midget team and the midgets from Whittier. An older boy from Whittier was umpiring bases and called a Lincoln player out at second on a very close play. The boy who was

called out came running over to Mr. Evans so angry he could hardly talk and said, "He cheated, didn't he?" All the players and many of the spectators moved in toward Mr. Evans to hear him answer, "Son, the umpire is in charge of the ball game. He called the play as he saw it. If you want to stay in this game, tell the umpire you're sorry for what you said and don't let it happen again." The boy apologized to the umpire and play went on.

I talked with Mr. Evans about this incident, indicated I thought the boy and the listeners had learned a good lesson, and asked if he planned to do anything further about it. He said that he did; that he would talk with the boy later and try to lead him to see that unless players accept decisions of umpires nobody can have any fun, because the bullies will take over.

Shortly before I left the playground, Miss Simpson started some sand modeling with the smaller children. She had told them the story of the Sleeping Beauty and now they were making a model of the castle in the sand. It was a fascinated group of youngsters she had working with her.

### **MUNICIPAL ATHLETICS**

The complete recreation program of the city of Merion is not encompassed within the meaning of the terms "playground" or "community center activities." Most of the organized competitive sports, although conducted on playgrounds or in school gymnasiums and planned to harmonize with the playground or community center programs, are administered through a separate division of the department of recreation known as the division of municipal athletics. Within the jurisdiction of this division falls the responsibility for conducting a wide variety of competitive sports for both men and women and for boys and girls. Among these sports, organized in Merion on either a league or tournament basis and frequently on both, are softball, baseball, basketball, volleyball, tackle as well as touch football, badminton, golf, tennis, archery, swimming, horseshoes, ice hockey, ice boating, and ice skating.

A mere listing of these sports cannot possibly convey to the reader any concept of the tremendous appeal which they make to their hundreds and in some instances thousands of devotees, both active and

passive. Nor does such a listing reveal even a hint of the multitude of problems encountered in their administration, problems which are increased in number and accentuated in complexity because of the intense emotional element so frequently involved. A brief description of a few activities may serve to indicate both the nature of the program and its appeal to the participants.

### *Junior Baseball*

When, in a city the size of Merion, a thousand boys each summer, dressed in varicolored baseball caps and jerseys, are to be seen on the streets, in the stores, at the movies, on the playgrounds, and at other places where people congregate, they are certain to attract attention. The brighter the colors and the more unique the insignia on the jerseys, the more certain it is that people will ask, "Who are these boys?" Since conservatism played no part in choosing these jerseys, one of the best publicized phases of recreation was Merion's junior baseball program.

Fifty-four teams, organized into nine leagues, played two games a week throughout the summer, with the season's play culminating in a little world's series between regional winners held under the lights at Merion's municipal stadium. The baseball coach of the state university was employed by the recreation department to operate this program. The choice was a wise one not only because he was an excellent organizer, but also because of his prestige among the boys who looked up to him as a model or hero.

Three different age classifications existed. The midget leagues included boys who had not reached their thirteenth birthday on or before June 1 of the current year; juniors were boys between thirteen and fifteen, and seniors were boys between fifteen and eighteen. The boys organized their own teams, elected their captains, and sent them to the organization meetings called late in April or early in May.

The recreation department made a serious error the first year it organized the junior baseball leagues, an error it never repeated. Representatives from the department had appeared before the boys' physical education classes in every school in the city and had given each boy who wished to play baseball an opportunity to sign his name and indicate the position he played. These representatives then assigned boys

to various teams. The season started with 58 teams, but within two weeks only 32 teams remained. The department had ignored friendships, had cut across natural gang lines, and, as a result, there were no common interests other than baseball cementing these boys into teams. When they began to lose games, they lost interest, and the team broke up. Now boys organize their own teams, although when a boy wants to play baseball and is not on a team the department will help him find one.

All over the city games are played both mornings and afternoons, except Saturdays and Sundays. Umpires are furnished by the department, as are protective equipment and mitts for the catchers, balls, bats, and bases. Jerseys and caps are provided by Merion business men interested in boys and baseball. Scores of all games and league standings are published in the city's two newspapers, both of which are strong supporters of the program.

To such an extent has the prestige of junior baseball developed in Merion that more than a thousand boys each summer look upon the achievement of membership on a city championship team as the highest athletic honor to which they can aspire.

### *Volleyball for Women*

The extent to which an adult becomes enthusiastic over a recreational activity often appears to vary directly with the extent of his previous lack of skill. Or so it seems in the case of women and volleyball in the city of Merion. Women, middle-aged and beyond, who had never participated in any team sport before, developed some skill in volleyball and became rabid devotees of the sport. Every parent-teacher association in the city has a team in the league, and games are played once a week before cheering crowds composed chiefly of their children and husbands. One of the better players brings to each game her own private cheering section, her six children, with the oldest child acting as a cheer leader whenever mother makes a good play.

These women have not always cared for an audience at their games. They were extremely sensitive in the beginning about their lack of skill. They did not wish to look foolish before spectators, and therefore officials of the recreation department promised them that while they were learning to play none but other beginners would be per-

mitted in the gymnasium. As skill increased self-consciousness decreased and in its place appeared in many instances an almost fanatical devotion to volleyball. "Volleyball Night" became the high point of their week and they looked forward to it as the brightest spot in what all too frequently was a dull and monotonous week. When the husband of one player was transferred to another city by the company employing him she pleaded with the director of recreation to write to the director in the city to which she was moving and urge him to organize a volleyball league for women so that she might continue to play.

### *The Four Lakes Basketball League*

In addition to the three public high schools in Merion the university operates a high school. These four high schools in past years have always reduced their basketball squads early in the season to about twenty players. Nearly 150 boys each year have suffered the heart break of being denied the opportunity of playing interscholastic basketball because of their comparative lack of ability. These boys now are all on teams representing their schools playing on Saturday mornings in gymnasiums scattered throughout the city. This league named the Four Lakes League is actually four separate six team leagues or twenty four teams in all. Two rounds of play extending over a period of ten weeks are conducted with the league winners meeting in a straight elimination tournament for the league championship.

The high school basketball coaches are in general charge of the program and are paid from recreation funds. Officials are provided by the department of recreation. A similar league in football consisting of eight teams is conducted in the fall. It is the aim in Merion that no boy who is sufficiently interested to come out for his school team shall ever again be denied a chance to compete against other schools because he is not quite so good as some other boy.

These leagues are meeting with universal approval. The coaches heartily support them because they realize not only their value to the boys but also the extent to which they develop good material for their "varsity" teams. The school principals believe strongly in their value particularly since so many different boys are involved. Recreation officials are interested because the leagues attract many boys into the

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recreation program who otherwise would not participate. Parents, especially fathers, are enthusiastic, for, as one father expressed it, "My boy for years has talked about playing basketball on his high school team. He's not good enough to play on the first team now and probably never will be. If it weren't for the Four Lakes League, he wouldn't be playing at all, and I know better than anyone else what that would do to him. I don't know whose idea it was, but he has my deepest thanks for what he has done."

### **CITY-WIDE ACTIVITIES**

The fourth major division of activities comprising the program of recreation in Merion we shall call, in lieu of a better term, "city-wide activities." As the name implies, these activities are organized and administered not within the limitations of a single playground or community center, but with the whole city constituting their field of action.

A few of the leading city-wide activities conducted in Merion are the following: a recreation band, harmonica band, music festivals, theatre guild, Easter egg hunt, various clubs such as photography, archery, chess and rifle, hobby shows, backyard playground contests, and the annual circus. In addition, city-wide services offered are a picnic kit of game supplies and leadership, social recreation leadership and game supplies, institutes for the preparation of social recreation leaders, and a costume bureau.

#### ***The Annual Circus***

The different phases of the recreation program in Merion are planned in such a manner as to avoid a monotonous routine of activities varying little, if at all, from day to day and from week to week. While much of the basic program remains the same, these routine activities are interspersed with special events which not only add variety and zest but also often contain within themselves values not generally to be attained through the other aspects of the program. The annual circus, presented late in August as a culminating activity of the summer playgrounds, is the most popular and the most colorful of all Merion's special recreation activities.

Ferocious animals, side-splitting clowns, dainty aerialists, fearsome



freaks, incomparable acrobats, Roman chariots, savage wild men, calliopes, and all the other personnel and paraphernalia that make up a successful circus are to be found in abundance in the Merion circus or in the parade which precedes the circus on the morning of the first performance. At least two performances must be given, since the stadium will seat only 5000 spectators, and more than 10,000 pay for admission to the circus each year.

From every playground in the city come the 500 or more boys and girls of all ages who make up the various contingents in a quarter-mile long parade which annually attracts between fifteen and twenty thousand enthusiastic spectators. While city motorcycle officers clear the way, the clown policeman, padded in certain noticeable sections of his anatomy and swinging an oversized club leads the parade. He is followed closely by two gaily costumed boys carrying a large banner advertising the circus as "the most colossal affair of its kind ever to show on the North American continent." Then, in order, follow majorettes, a Boy Scout drum and bugle corps, animals of all types and descriptions made in handcraft classes on the playgrounds, a group of flashily-dressed toreadors marching alongside their anticipated victim—a bull, a wild west show complete with covered wagon and cowboys riding homemade ponies, two real live camels provided by Zor Shrine Temple, the recreation band, a band of Indians, horribly painted, Roman chariots and their drivers decked out in their tunics, Siamese twins and a galaxy of freaks which only the uninhibited and creative minds of youth could possibly conceive, the clown band, which produces a great volume of noise but nothing which could be called music, clowns of all sizes, shapes, and colors, scattered throughout the entire parade, numerous other individuals and units, such as Little Red Riding Hood, the wolf, and the grandmother, and, bringing up the rear, the home-produced calliope consisting of a small pick-up truck in the back of which is a large wooden box with an imitation keyboard painted on it, a row of sections of stove pipe cut different lengths attached to the box and painted to resemble the pipes of a calliope, a record player with a public address attachment hidden underneath the box and playing a calliope record, a small iron stove under the box filled with burning, oily rags and emitting through a tall pipe a dense cloud of black smoke, and a painted clown sitting at the imitation keyboard, elaborately going through the motions of playing

- 38            *Recreation in the American Community*
- 30 Should the state governments help the local community?
- 31 How are counties organized for recreation?

#### CHAPTER 10

- 32 How can the support of the general public be secured for recreation?
- 33 Is it all right for the superintendent of recreation to play in one of his own leagues?

#### CHAPTER 11

- 34 What laws are necessary before a program of public recreation can be developed?
- 35 When is a recreation worker liable for negligence and how may he avoid negligence?

#### CHAPTER 12

- 36 How may accidents in recreation be prevented?
- 37 Should accident records be kept?
- 38 What is a good accident report form?

#### CHAPTER 13

- 39 How is the program financed?
- 40 How is a budget built?

## Town and Country

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AS THE years passed many people from other places came to Merion observed its program of recreation and what it meant to its citizens, and returned to their own communities believing thoroughly in recreation as an important function of government and an essential factor in the good life. Several of these people took active parts in attempts to secure for their communities year round programs similar to those they had seen in Merion. And so, miniature Merions developed in numerous locations. Some of these were failures partly because they were too largely copies of the Merion program without regard to whether or not these copies fitted the needs of the smaller communities. Others were successful largely because they were well planned, adapted to the community and conducted by mature and capable leadership. It is with one of these highly successful small community developments that the first part of this chapter is concerned.

### THE BEGINNINGS<sup>1</sup>

The Woman's Club initiated the movement for an organized recreation program in Ashland. The motivating force in the Woman's Club was Mrs. Nancy Askew, who had visited Merion some months before, become enthused over its program of recreation and insistent that Ashland provide recreation opportunities for its people, especially the teenagers. Since she was a mother with two teen age daughters of her own

<sup>1</sup> The story of Ashland is adapted from D. B. Dyer, "Organizing Recreation in a Small Community," *Bulletin of the Wisconsin Recreation Association*, January 1917. Dyer writes of the promotion and organization of a year round recreation program in Menomonie Falls, Wisconsin.

the calliope, the whole testifying to the delightful nature of the parade and to the creative imaginations of the children. The parade is a photographer's dream and the newspapers vie with each other to see which can give the more publicity to the event.

The circus is presented at night under lights, although it is perhaps more accurate to say "over lights," since all of the aerial acts are lighted by floodlights located on the ground. Beautiful costumes, excellent music, skillful performers, and good organization combine to produce a spectacle so attractive to the public that people speak of it in the most glowing terms for weeks after its presentation, and in many cases they become staunch supporters of the recreation program, although their sole contact with it is the annual circus.

### SUMMARY

Perhaps an effective summary of this chapter may be made by listing a number of questions which no doubt already have been raised in the minds of the readers. These and many similar questions will be discussed in the succeeding chapters. Each question is listed under the chapter in which the discussion appears.

#### CHAPTER 2

1. Should people in the country have recreation too?

#### CHAPTER 4

2. Why should communities have a recreation program?
3. Should recreation serve an educational function or is it just to have fun?

#### CHAPTER 5

4. How is the program of activities for a playground determined?
5. What should be done with discipline cases?
6. What should playground personnel do on rainy days?
7. At what time of day should playgrounds and community centers open and when should they close? (also Ch. 6)
8. What days should they be open? Should they ever be open on Sundays? (also Ch. 6)
9. What apparatus should be on a playground?

## CHAPTER 6

- 10 How can school buildings be obtained for recreation?
- 11 Is it desirable to use volunteer leaders?
- 12 What fees and charges should be made?
- 13 Should concessions be handled by the department of recreation or leased to someone outside the department?
- 14 Are community centers in school buildings as successful as those in other types of buildings?
- 15 Should smoking be permitted in community centers?
- 16 Why are fees charged for membership in the Loft?
- 17 Do schoolteachers make good recreation leaders?
- 18 Is it ever a good idea to have community centers to which all ages may come at the same time?
- 19 Should awards be given in recreation? If so, what kinds?
- 20 What are the tests for determining the effectiveness of a community center program?

## CHAPTER 7

- 21 How are athletic leagues organized?
- 22 Should players be permitted to play on more than one team in the same sport?
- 23 Who should settle protested games?
- 24 To what extent should the municipal athletic program be governed by the participants? How may this be done?
- 25 Should merchants be solicited for awards or for uniforms for recreation teams?

## CHAPTER 8

- 26 How is a lantern parade run?
- 27 How are hobby shows organized and conducted?

## CHAPTER 9

- 28 What are the advantages and disadvantages of the various plans under which municipal recreation programs are organized? Is there a best plan?
- 29 Do recreation people have professional associations?

Mrs. Askew possessed first-hand information regarding the urgency of this particular phase of the leisure-time problem in Ashland.

Ashland is a typical American village in a good farming district with a population of 1472, one public school building with sixteen classrooms, a large study hall, a gymnasium, an auditorium, a small surfaced playground for the younger children, three surfaced tennis courts, and an unlighted football field. It is ten miles from Merion.

The village has a park of twenty-four acres located near its center with a bandstand, a baseball diamond, a lighted softball diamond, several picnic areas with outdoor fireplaces, and a battery of six rather poorly maintained horseshoe courts.

The first step by the Woman's Club was taken with the appointment of Mrs. Askew as chairman of a committee to be selected by herself from the city at large, whose function should be to investigate and determine whether or not an organized community recreation program for a village of this size was feasible.

Three men and three women attended the first meeting of the committee. The director of the Merion recreation department was present upon invitation from the chairman and discussed the problem with the committee members. A plan of action was adopted and the movement was under way. This plan provided for a series of six weekly meetings for the purpose of instructing people in the nature, values, and significance of community recreation with special reference to Ashland. At each meeting those present were urged to bring another mother or father to the next meeting. About fifty different persons attended the "recreation school" which was taught by the Merion recreation director and his assistants.

### **THE PROMOTIONAL COMMITTEE**

All persons who had attended the "school" were asked to become members of the promotional committee. The purpose of this committee was to so educate the public with reference to the recreation needs of the community and the values of supervised recreation that by popular demand a public recreation department for Ashland would be forthcoming.

The first meeting of the promotional committee called by Mrs. Askew was attended by twenty-seven men and women who elected her as

permanent chairman and a young lawyer as secretary treasurer After considerable discussion the following subcommittees were created and their chairmen appointed (1) Finance—to raise a small sum by contributions for incidental expenses (2) Publicity—to prepare newspaper articles and leaflets (3) Speakers—to select and schedule speakers before local organizations (4) Petition—to prepare and present a petition to the village board and to the school board (5) Survey—to make a survey of existing local facilities school enrollment by grades village assessed valuation tax rate and general school and village expenses (6) Recreation Program and Budget—to recommend the type of program and plan of organization and estimate the costs (7) Education—to conduct an educational program designed to win public favor for recreation and to rally support for the proposed department through a series of mimeographed letters and pamphlets

The chairman of each subcommittee was granted the privilege of selecting his own committee members and was not restricted in his selection to the membership of the promotional committee

### THE CAMPAIGN

All committees were to go into action immediately and in most instances were to wage an intensive campaign throughout a six week period when the campaign was to end with a general public meeting in the village hall

Local newspaper officials agreed to publish two articles a week on recreation These articles were prepared by the publicity committee with the bulk of the work being done by two committee members one a teacher of English in the Ashland High School and the other a director of public relations in one of Merion's largest industries who lived in Ashland One of these articles was general in nature discussing the importance of recreation in a democracy how recreation helps meet certain basic human needs how it may assist in the prevention of juvenile delinquency and in the maintenance of sound health what other communities are doing with organized tax supported recreation programs and quotations from nationally known people giving their opinions of the values of recreation A second article each week centered upon the local situation presenting local needs citing the efforts of the local organization to establish a department of recreation for

Ashland, what facilities are available, the kinds of activities that might be included in the program, the low per capita cost, and quoting local people highly favorable to the proposed program.

The committee on speakers, headed by one of Ashland's outstanding speakers, arranged for its members to appear before a number of fraternal, social, and civic organizations.

The finance committee collected a sum of \$25 00 to defray expenses of the promotional campaign.

The survey committee secured information on assessed valuation, tax rate, available facilities, school enrollment, village and school costs, youth organizations existing in the village, school activities other than those of an academic nature, and the recreation interests and desires of all school-age children, as well as a fair sampling of adult interests. Much of the information collected by this committee was utilized by the publicity, education, and speakers committees.

The following petition was prepared by the petition committee and circulated during the ten days prior to the public meeting in the village hall:

We, the undersigned citizens of Ashland, do hereby petition the village board to appropriate \$500 for leadership for a community recreation program and to grant permission for the use of such village facilities as possible for the conduct of such a program; we further respectfully petition the board of education to grant the use of such school facilities as possible for the conduct of such a program—such a program to be under the direction of a recreation commission appointed by the village board.

The education committee of ten members prepared a series of five letters and a pamphlet. These mimeographed letters were short, composed of simple, clear-cut language, and dealt with but one idea. The topics covered were as follows: (1) What recreation is; (2) why play leadership is needed; (3) the value of organized play; (4) the need for an organized play program in Ashland; (5) the proposed program for this community. Each week mimeographed letters on a topic in the order listed above were mailed to 400 families on the day preceding the issue of the local weekly newspaper. Each member of the committee was responsible for addressing and stamping the envelopes of a particular mailing list. If a committee member were responsible for the mailing list of an organization, such as the Kiwanis Club, this member secured the written signature of the Kiwanis president on



each of the five different stencils on which the series of letters were cut  
A copy of one letter in the series is reproduced below

COMMITTEE  
FOR  
THE PROMOTION OF A COMMUNITY RECREATION PROGRAM  
FOR  
ASHLAND

Dear Friend

In our first letter we wrote you regarding the purpose of our committee and attempted to explain what an organized community recreation program would mean to us. Today we shall attempt to explain why play or leisure time activities are taught.

You may have heard the expression "Play is natural to children; they don't have to be taught how to play." We weren't taught to play when we were young. It is true that "play is natural to children," but this means simply that children are born with a desire or an urge to play. They are not born with a knowledge of the rules of games; they inherit no game skills. Just as children are born with a desire to eat, yet have to be taught table manners, so are children born with a desire to play yet must be taught good sportsmanship, fair play, obedience to rules, and cooperation or teamwork.

Yes, the play of a child is a natural thing, but what happens to him as a result of his play may be good or bad. A child may develop bad habits in throwing or catching or batting a ball which handicap him in his play both now and in later years. Or he may learn to act in such ways as to affect his character harmfully all the rest of his life. There is nothing either good or bad about a game, but when children play they must constantly make choices. Shall I obey this rule or shall I cheat just a little? Shall I boo the umpire or shall I accept his decision like a good sport? Shall I share the good things of this game with my teammates or shall I try to keep them all for myself? Shall I tell the truth when the referee asks if I touched the net or shall I lie about it? These or numerous similar decisions are being made every day by your child. Isn't it important therefore that he be guided properly in his play actions?

Please give the thoughts expressed above some serious consideration and see if you do not believe that the play of a child is important enough to provide trained leadership for its guidance and supervision.

Very truly yours

The sixth week of the campaign this committee issued a mimeographed folder which was distributed by Boy Scouts to every home in the village. This pamphlet presented the need for organized recreation in Ashland, the existing facilities and how they might be used, who would benefit from the program, the proposed program for children, youth, and adults, and the estimated cost of a public recreation department. It also conveyed a cordial invitation to every adult citizen to attend a public meeting to be held in the village hall the following evening.

The program and budget committee presented program recommendations with estimated costs after conferring with representatives of the state recreation association.

### **CAMPAIGN RESULTS**

An attendance of fifty citizens generally was considered a successful turnout at public meetings held in the Ashland village hall. Campaign leaders, therefore, were highly elated when more than 200 adults of the village were present at the Friday night meeting concluding the six weeks of campaigning. Mrs. Askew reviewed briefly the work that had been done and introduced the Merion director of recreation who spoke for a short period on some major values of recreation in a democracy. An opportunity was given then to the members of the audience to ask questions. On the following Monday evening the petition with more than 250 signers was presented to the village board and the school board. The village board immediately appropriated \$500 for leadership and \$250 for supplies and equipment, the school board granted the use of school facilities with a charge of only seventy-five cents an hour for janitorial services. The village board appointed a recreation commission of five members, three men and two women, and Ashland was launched on its year-round public recreation program.

The recreation commission held its first meeting early in September shortly after its establishment and adopted a set of regulations governing the appointment of commission members, election of officers and their duties, meetings, program, budget, and employment of personnel. Detailed plans were made for the opening of the school building as a community center on the Monday following Thanksgiving.

**THE PROGRAM**

The school community center operates from the latter part of November until the first of April and is open on Monday and Thursday evenings from 7 30 to 9 30 and on Saturday mornings afternoons and evenings. A young married couples group plays volleyball in the gymnasium from 7 30 to 8 30 on Monday evenings. During the last hour the gymnasium is reserved for mens basketball. An ordinary classroom is set aside throughout the evening for dartball and table tennis enthusiasts. The room is easily cleared for this purpose as all seats and desks in groups of three are bolted to wooden runners instead of to the floor and are picked up and stored in the cloakroom by the janitors. A needlecraft group meets in the home economics room while the Parent Teacher Association chorus gathers around the piano in the kindergarten.

Thursday is high school night when all facilities are reserved for the teen agers. The boys play basketball from 7 30 to 8 30 and the girls have the gymnasium from 8 30 to 9 30. In addition to mixed play in the table tennis and dartball room a class in contract bridge is conducted in another classroom.

On Saturday morning the gymnasium is stormed by elementary school boys from every section of Ashland. Both public and parochial school boys play together on basketball and volleyball teams organized in leagues for where a boy goes to school or where he goes to church is not a factor bearing upon his eligibility for participation in recreation activities. On Saturday afternoons from 1 00 to 3 00 the elementary school girls have the use of the gymnasium for games. From 3 00 to 4 00 boys in the first four grades play a variety of games in the gymnasium.

The universal desire of children to dance is recognized by providing a class in rhythmic on Saturday mornings for boys and girls of the lower grades a class for girls of the fourth fifth and sixth grades in creative dancing in the afternoon another class in creative dancing for junior and senior high school girls on Thursday evenings from 7 30 to 8 30 and on Saturday night from 7 30 to 11 30 a juke box dance is sponsored by a high school club or class for which an admission of ten cents is charged.

Recreation activities are not limited to those conducted indoors as a

part of the school community center program. During the months of April and May, September and October, a spring and fall playground program is operated two evenings a week and on Saturdays in the spacious village park. This program consists chiefly of softball leagues, touch football, volleyball, group games, and tournaments for children in marbles, kites, jackstones, checkers, horseshoes, and a wide selection of similar activities.

A summer playground program is initiated as soon as school is closed for the summer vacation and continues for a period of ten weeks. The playground is open under supervision from 9:30 to 11:30 A.M., 1:00 to 5:00, and 6:30 to 9:30 P.M., five days a week. A man director is on duty all three periods with a girl leader assisting him during the afternoon session only. Among the most popular activities on the program are group games, crafts, sand modeling, athletic sports, story telling, and simple dramatics. The adult softball league of nine teams attracts players ranging in age from eighteen to sixty years.

Special parties at Halloween, Thanksgiving, Christmas, St. Valentine's Day, and similar holiday or major celebrations are conducted by the department. The department also coöperates with all agencies and organizations existing in the community which desire assistance in the promotion of recreation activities for youth and adults.

### **PERSONNEL**

All activities are conducted under the leadership of paid personnel. Joint planning by the school board and the recreation commission has resulted in the school board's employing a male member of the school faculty who has had some education in the field of recreation. The year-round program is under his direction, thus providing him with employment over a period of eleven months, whereas ordinarily he would be employed for nine months only. His income is still further supplemented by his after-school and evening services during the regular school year. As director of the department he is responsible to the recreation commission and confers with the school principal regarding the use of rooms and any other problems which may arise in connection with the use of school facilities or equipment. His duties include the supervision of all activities conducted by the department as well as the personal direction of the center activities in the gymnasium on

Monday and Thursday evenings the elementary school athletes of its on Saturday mornings and the teen age dances on Saturday in and He is compensated for working Saturday afternoons preparing relages for the local newspaper performing necessary clerical work, and prvin for forthcoming activities He also conducts the spring fall, and summer playground programs

Leaders for community center classes or groups are selected from the members of the school faculty and citizens with special recreation skills and interests A high school student is employed to act as door man each time the center is open He acts as official greeter, disciplinarian and assistant to the director

In addition to a full time janitor the school employs an assistant janitor who works five hours a day from 6 00 P M to 11 00 P M and is responsible for cleaning one half of the school He also prepares rooms for use by the recreation department and then after the center closes at 9 30 puts them in condition again for the day school He is present in the building each evening the center is in use

### **POPULARITY OF THE PROGRAM**

Ashland began its community recreation program the first of December with a total budget of \$750 designed to finance the project through the community center season and through both the spring and fall playground seasons A summer playground program was not in the original plans However the people of the village became so enthusiastic about their recreation activities and communicated their enthusiasm so effectively to the members of the village board that the board appropriated in May an additional \$400 for an eight week summer playground season

Attendance at all community center activities for the season was 5746 Spring playground attendance totalled 1339 and for the summer season was 8540 or a total attendance for all activities from December 1 to August 1 of 15 635

All phases of the program enjoyed an increase in participation during the second year By public demand the community center was opened one additional evening each week and the summer playground season was extended to ten weeks Attendance during this summer

failure on the part of the rural community to enrich the lives of its citizens through recreation is reflected in the findings of Melvin and Smith in their field survey of youth in forty five agricultural villages. Typical of the contents of the chapter on social and recreation activities are

- 1 Few of the social organizations meet the needs of young people
- 2 Roadhouses motion pictures and other types of commercialized amusement are well advertised
- 3 In some villages ultraconservative church groups prevent the development of better programs of recreation in others the churches are staunch supporters of recreation
- 4 A large proportion of the youth are not members of any institution or organization in the villages
- 5 After graduation from high school the school has nothing more to offer the out-of school youth
- 6 Failure to offer opportunities to participate in sports is the greatest recreation deficiency
- 7 Many youth after dropping out of school apparently no longer participate to any extent in social and recreation activities<sup>3</sup>

The real tragedy in this situation is to be found in the failure of a people to rise to their full stature to enrich the quality of life to what it could so easily become to reject mediocrity and to demand excellence. Morgan expresses the choice to be made

A great people will be great in every phase of its life and a trivial inconsequential people will show its real character in whatever it does. If young people have become used to cheap and trivial interests then any other kind may seem "highbrow" and uninteresting. If they have become used to fine quality then cheapness and crudeness are distasteful and boring.

This principle holds true in recreation as in any other field. The character of a people is formed in its play as surely as in its work. Leadership of skill and quality and imagination can gradually lead people to feel at home with quality and to prefer it. Democracy in recreation should not mean holding recreation to the levels of the least developed persons but rather the development of widespread interest in and love for excellence.<sup>4</sup>

<sup>3</sup> Bruce L. Melvin and Elsie N. Smith, *Youth in Agricultural Villages* Research Monograph XXI, Works Progress Administration, United States Government Printing Office, 1940, pp. 73-83.

<sup>4</sup> Arthur E. Morgan, *The Small Community*, Harper & Brothers, 1942, p. 220.

## RURAL AND URBAN PROBLEMS DIFFER

While the fundamental needs of people do not vary in relationship to the location of their homes, it is true that there are a number of important factors strongly affecting the development of recreation in rural areas, factors which may not be so pronounced in urban communities. Among these factors are:

1. *Attitude toward recreation.* Faced with the necessity of earning a living in an economic struggle characterized by hard work in great amounts, a philosophy of life was evolved in rural areas which glorified work and belittled play and recreation. In fact, much of play was looked upon as sinful, and certain activities, such as dancing, are still so considered in some communities.

2. *Lack of facilities.* Compared with the city, the country is poor in recreation facilities for what has been called "artificial" modes of recreation. Ball diamonds, tennis courts, golf courses, safe and sanitary swimming areas, libraries, community centers, playgrounds, art galleries, theaters, and crafts shops generally are found not at all in distinctly rural areas and infrequently in small villages. Rural areas are rich, however, in natural means for recreation, but the people too often "have been blindly insensitive to the natural beauties around them, and have tended to destroy whatever opportunities there were for saving them"<sup>5</sup> As Morgan puts it, "About most villages in rolling country there are small spots of natural beauty which are of no particular economic value to their owners. Often they can be acquired and developed into nooks for picnic parties. . . . Often there is a point from which an exceptional view may be had. A community in which there is imagination and sensitivity, and energy to acquire such bits of land and bring out and preserve their beauty for the public, may be more fortunate than a community endowed with an art gallery and a museum."<sup>6</sup>

3 *Nonstandardization of working hours.* A municipal recreation department can plan programs of recreation with complete assurance that the working hours of most of the people who participate are fixed and certain. There is no such certainty or regularity about the work schedule of the farmer. The basic cycle of the seasons largely controls the

<sup>5</sup> *Ibid*, p. 228

<sup>6</sup> *Ibid*, p. 229

amount of his leisure and grants him his greatest share during the winter months, a time when recreation opportunities generally are most limited. Figures released by the Bureau of Agricultural Economics<sup>†</sup> disclose that the average length of the workday of farm operators in 1950 was June, 117 hours September, 110, November, 95 Both the number and irregularity of these hours pose serious problems for recreation leadership in rural communities

4 *Sparsity of population* Within a single city block there may reside a sufficient number of people with like interests to form a chorus, an orchestra, a theatrical group a softball team, and a square dance club In numerous rural areas people may have to travel many miles to form similar groups If there is only a small margin of physical energy left at the end of the day, the factor of distance usually will be a decisive deterrent

5 *Nature and extent of work* The farmer works a longer day than does the average laborer in urban communities Unless his farm is well supplied with power machinery—and this is possible only for the wealthier farmers—he often will come to the end of the day with but little excess energy and no desire to participate in active or vigorous play Industrial workers may work just as hard as does the farmer, but their workday is shorter and they generally utilize while on the job only a fraction of their total powers because of the highly specialized nature of their work Vigorous sport appeals to them partially as an opportunity to exercise unused portions of the organism

A difference in attitude toward their work possesses implications for the recreation of the farmer and his city friends Industrial workers, free of managerial cares and responsibilities, can forget their work when the whistle blows, but the farmer is both manager and laborer, and his worries, cares, and responsibilities too frequently follow him wherever he goes Also, there is a zest, a challenge, a stimulation experienced by the farmer in much of his work, conversely, much of the industrial worker's work may be highly repetitive, noncreative, dull and monotonous

There are exceptions, of course, in each case For example, there is an appalling similarity among the hundreds of rows of corn in a ten-acre field

<sup>†</sup> Bureau of Agricultural Economics United States Department of Agriculture, *Farm Labor—Bulletin* for June, September, and December, 1950



6. *Resistance to change.* At a recent National Recreation Association Congress, in a section meeting dealing with the problem of recreation in rural communities, persons representing varied phases of leadership in rural life agreed unanimously that:

- a. The application of city methods to the organization and administration of recreation for rural people cannot succeed.
- b. The demand for recreation must come from the people. At first they frequently resent recreation, especially if anyone tries to thrust it upon them.
- c. Rural people must be induced by personal contact to participate in and to understand recreation.
- d. Most of their recreation must be channeled through existing agencies, such as the Grange, Farm Bureau, 4-H Clubs, churches, and schools.
- e. The family is the focal point for recreation. They want activities which can be enjoyed in the home.

7. *Lack of funds.* Meyer and Brightbill suggest that one of the factors responsible for the retardation of recreation in rural communities has been the scarcity of cash available for the financing of recreation but that as the trend toward production for exchange proceeds "this factor will become decreasingly important."<sup>8</sup>

Viewing the problem of recreation for both rural and urban communities in its broadest aspects, the differences are not of major significance. In the most important elements there exists little difference, if any. Basic needs are the same; activities are almost identical, values are synonymous; methods vary somewhat but not so greatly as some rural leaders believe. The overall problem differs essentially not at all, since both groups must learn how to provide opportunities for people to use their leisure in such a manner as to enrich life, to deepen its significance, to lift its quality, to add to the joy of living, and to advance the democratic ideal.

Progress in any area of American life is not made on an even, unbroken front throughout the nation. Some communities make major advances, pushing such deep salients into the future as to stand almost alone as pioneers in a modern age. Others reach various lesser stages of development, while some show little or no evidence of making any

<sup>8</sup> Harold D. Meyer and Charles K. Brightbill, *Community Recreation*, D. C. Heath and Company, 1948, p. 92

headway Retrogression apparently marks the course of a few It is to one of these communities pioneering in recreation for rural life, that the remainder of this chapter will be devoted

### A COUNTY WITH A VISION\*

This is a story of a rural people who discovered that life with an organized program of recreation is a different sort of thing from life without it, and that the difference is in themselves It is the story of a people who saw what recreation meant to the people of Merion and who had the vision to believe that they too could have these things which make life more worth living This is not the complete story Only enough can be told here to throw into focus some of the outstanding features of a cultural experiment on a county wide basis that may serve as a stimulus to the thousands of other counties of this nation

More than 80 000 people live within the 386 square miles comprising Mason County It is a typical midwestern county with several small villages and much open rural area The wealthy and the poor exist in about the same ratio as in the average county in the United States, while the middle class makes up the greater share of the population

#### Summer Program

An aviator flying over Mason County any time during a ten week period in the summer beginning in early June can look down from his high vantage point and count thirty two playgrounds in operation scattered throughout the county and located in the various small villages dotting the landscape no more than one playground to a village Flying at night he can see the lights of twenty two of these playgrounds until 10 00 o'clock, for the people in these communities have lighted their play areas so that they may make the greatest possible use of them When people work on a farm, they don't quit at 5 00 o'clock in the afternoon They work until dark in many cases Unless the recreation areas are lighted they will seldom get a chance to enjoy them

\* Much of the following is based upon or adapted from mimeographed materials relating to the recreation program of Jefferson County, Kentucky from *Rural Recreation for America* by Charles J. Vettner Copyright 1949 by Charles J. Vettner Louisville, Kentucky and from personal letters from Charles J. Vettner to the author

Two leaders, a man and a woman, on each playground conduct a broad program of activities consisting of games and sports, dancing, arts and crafts, music, clubs, nature recreation, dramatics, and a number of special events, some of which are county-wide. In the routine activities Mason County playground programs differ very little from those operated in Merion. However, there is at least one major difference. Merion conducts a program of interplayground athletic competition for both boys and girls one afternoon each week, while Mason County has discontinued this practice. The county recreation director gives the following reasons for dropping this type of competition:

We dropped interplayground athletic competition because we are trying to mold Mason County into one big friendly area and would rather promote county-wide events which draw communities together in friendly programs rather than in bitter competition with rivalries causing communities to erect walls about themselves and to react toward other communities in an unfriendly fashion.

When we had interplayground softball and baseball competition, the tendency on the part of the playground directors was to spend an undue amount of their time with the expert players and to neglect the great mass of boys and girls. Now just about every youngster in the community has an opportunity to play on a team, since all are needed to make up a good community league.

While we have not eliminated all interplayground competition, we have eliminated the type which goes on from week to week. We still have swimming meets, track meets, and tennis tournaments, but the competition involved is so short-lived that it does no damage. We also satisfy the urge for combat in softball by promoting a county-wide softball tournament at the end of the season.<sup>10</sup>

Certain special events conducted by the recreation department of Mason County are unusual and of sufficient importance to consider briefly at this point:

#### I. SMALL FRY FISHING DERBY

It is a few minutes before eight o'clock in the morning on Saturday, July 8, and already more than 300 young Izaak Waltons, under 12 years

<sup>10</sup> Letter from Charles J. Vettner, Director of Recreation, Jefferson County, Kentucky, 1951.

of age line the shores of Lake Wingra in the Mason County Forest, waiting tensely for the sound of the starter's gun signaling the opening of the annual Small Fry Fishing Derby. With the possible exceptions of Christmas, Halloween, the Fourth of July, and their birthdays, this is the biggest day of the year for most of the children. Not only can each fish to his heart's content which is a lot of fun all by itself, but he can win prizes and a membership in the True Sportsman Club. If he catches one fish his card indicates he is a "shark", if more than one, he becomes a "whale".

Furthermore, the entire family usually comes along because there is a big picnic from 12 00 noon to 1 00 P M. No one is allowed to fish during the picnic hour, and no one over 12 years of age may fish at any time that day, although parents or older brothers, sisters or friends may help the young fishermen untangle lines, put on new hooks, sinkers and floats and may bait the hooks. They may not, however, help the contestants by throwing the bait in the water, fishing, landing the fish, taking it off the hook or stringing it.

Any type of fishing tackle and any type of bait may be used except minnows. Undersized fish must be returned to the lake and will not be considered as having been caught.

Awards are given as follows:

- a. A complete fishing outfit to the contestant catching the largest fish (by weight) during the Derby.
- b. A fishing rod to the contestant catching the most fish.
- c. A complete fishing outfit (cane pole and accessories) to the youngest fisherman participating in the Derby.

All day long from 8 00 to 4 00, with the picnic hour excepted, hundreds of youngsters pull in hundreds of fish before hundreds of admiring and cheering parents. When a particularly large specimen of the finny tribe is landed, everyone nearby, young and old, comes running to see, to admire, and perhaps secretly to envy just a little, and then returns with renewed hope that soon the granddaddy of all the fish in Lake Wingra will swallow his hook, or his child's hook. Hope never dies until the four o'clock gun goes off, terminating the Small Fry Fishing Derby for another year, and even then it doesn't really matter too much if they haven't all won prizes, for they've all had a wonderful time.

## 2. CAMP SUMMERLONG

If you are under 19 years of age, have earned ten dollars, and wish to spend it on a six-day camping session, you are welcome at Mason County's Camp Summerlong during the period designated for your playground. If you don't attend any playground, you may go to camp anyway at any period you select, provided you meet the age and money-earned requirements.

The camping season for 1950 was of three weeks' duration with 245 campers taking part. So popular has this and other Mason County camping programs become that the Playground and Recreation Board is confronted with the necessity of limiting participation in camping or finding additional funds for expansion of the program.

## 3. CAMP-ON-TOUR

The goal of all campers in Mason County is the annual Camp-On-Tour, which in the summer of 1950 covered a 1200-mile route, extended from July 24 through July 28 and included in its itinerary such outstanding points as the Cincinnati Zoological Gardens, Cleveland, Lake Erie, Buffalo, Niagara Falls, the Welland Canal, Rondeau Provincial Park, Detroit and the Windsor Tunnel, Toledo, and Dayton with its famous Wright Brothers' Memorial.

The trip was made in two commercial buses and was supervised by personnel from the recreation department. The eighty boys and girls making the trip qualified by proving themselves to be outstanding citizens while at Camp Summerlong and by earning through their own efforts approximately \$3000 to defray expenses.

In addition to the two buses, a large supply truck carrying tents and cooking equipment made the trip.

Camp was pitched the first night at Greenwood Lake Camp in Delaware, Ohio, where a swim in the camp pool further accentuated already vigorous appetites. Following the evening meal the campers presented a musical program and went to bed early, since reveille was to be sounded at 5:30 the next morning.

Among the high spots of the second day were touring Cleveland escorted by motorcycle police and camping on the shore of beautiful Lake Erie in Lake Erie State Park.

The third day was one the campers would remember long after the others faded from their memories for it was then they saw one of the wonders of the North American continent To say they saw Niagara Falls is a wholly inadequate statement of what happened to these children as they stood for the first time in the presence of an awesome terror and grandeur of both sight and sound which smashed at them physically mentally emotionally All the rest of their trip paled into insignificance when contrasted with the Falls Even the most talkative had but little to say for hours afterward discovering that in the presence of Nature's great handiwork man's ego becomes considerably deflated

Crossing into Canada by the famous Rainbow Bridge they experienced a new sensation that of being in a "foreign" country Proceeding across the Welland Canal and on into Tillsonburg, Ontario the party pitched camp in Rondeau Park and went for their second swim in Lake Erie

On the fourth day the campers returned to the United States stopped briefly in Detroit sang and played musical instruments for their luncheon associates in Findlay Ohio and pitched camp for their last night out at Piqua Ohio The memorable experience ended on the next day when after a trip to the Cincinnati Zoo eighty happy children bursting with stories to tell their families and friends arrived home to be welcomed at a reception by a large delegation headed by the chairman of the Mason County Playground and Recreation Board

#### 4 JUNIOR OLYMPIAD VILLAGE

In 776 B.C. the Greeks organized Panhellenic games as a regular quadrennial event at Olympia for the purpose of stimulating athletic competition Junior Olympiad Village of Mason County is a reincarnation of the encampment set up by the ancient Greeks at the foot of Mount Olympus prior to the opening of the original Olympic Games The Village has three major purposes (a) to determine all county wide athletic championships such as swimming track, tennis, volleyball, softball, paddle and aerial tennis, croquet, horseshoes and archery (b) to provide a two-day camping experience for children and (c) to develop in youth an understanding and appreciation of and devotion to the high ideals of sportsmanship and fair play which char

acterized the early Olympic Games and which should characterize amateur athletics in this nation.

All playgrounds are closed for this two-day period and all playground directors are required to be in the encampment with their athletes. Junior Olympiad events are begun by the *lighting of the Eternal Flame of Youth* by the torch carried by a relay of runners from Lakeland, 21 miles out into the county to the Village. The Flame burns constantly during the two days of the encampment. Each camper must earn one dollar to pay a portion of his expenses at the Junior Olympiad Village.

Other outstanding features of the summer program include the *Fountain of Youth*, a county-wide presentation of marches, dances, music and variety events given at night under the lights of the Seneca Amphitheatre in one of the larger village parks; *Youth on Parade*, a mammoth dance festival at which each playground presents, in costume, its best folk dance, and the all-county tap and ballet classes give a review of their accomplishments; father and son camping, made possible by the loan of cots and sleeping bags to fathers and sons by the recreation department for use on weekend camping trips into Mason County Forest; square dancing on the green for older folks at six playgrounds; and an extensive swimming program at the various county pools, participated in by approximately 2100 boys and girls.

### *Fall Activities*

Most of Mason County's organized indoor recreation activities are conducted in its thirty *community centers*, *twenty-seven of which are in school buildings*. Old garages, church basements, and any vacant space or building may also be used. No uniformity exists among the centers with respect to program or hours of supervision, since each *community through its recreation committee determines for itself what its program shall be and the days and hours its center shall be open*.

A wide variety of recreation interests are offered to both youth and adults. Seventeen kinds of handicrafts are offered, such as *woodwork, clay modeling, metalcraft, crocheting, drawing, weaving, plastics, etching*. Then there are *dramatics*, with one center the proud operator of a Little Theatre, *dancing, bands, orchestras and choruses; clubs and cards, roller skating, and volleyball, folk games and party games; baton*

twirling football clinics and bowling leagues family night programs, picture shows archery, debating and boxing The desires and interests of all find expression

# FLYING SQUADRONS

"Hey, Mom! Hey Pop! Let's go to the church tonight—there's going to be a Flying Squadron from the Mason County Recreation Department"

"John Mirandy—did you hear Junior? Don't bother to dress up because it's like the squadron that put on the recreation last week over at the school and the week before that at the Women's Club it's going to be really something for the entire family and we aren't supposed to dress up"

This is a typical scene in any Mason County home when a Flying Squadron is scheduled for the neighborhood People are not expected to dress up in fact it is preferable that they do not Overalls and gingham dresses are the style rather than the exception

Any group or organization in Mason County may have the service of a Flying Squadron simply by calling the recreation department and saying "This is a church club PTA service club lodge or other group and we want a Flying Squadron for our meeting on the following date There is no charge to the groups for this is part of the service they get for their recreation tax dollar"

Groups have a choice of five different Flying Squads One Squad will furnish an evening of motion pictures All the group needs to do is to provide the place to show the movies and a place to plug in the projector Another Squad is a Barber Shop Quartette which provides a delightful musical program A third Squad teaches and calls square dances and also provides the dance music A piano player is furnished for groups of fewer than fifty at square dances and a three piece string band for larger groups The Party Planning Squad helps groups plan in advance for parties of all kinds Games refreshments decorations and party theme are all worked out by the Squad and the leaders of the group holding the party A Squad will also upon request actually conduct parties Or a Squad will conduct upon request a "Play Night" of games folk dancing and general social recreation or if preferred an old fashioned community sing In no case may an admission charge be made to any program conducted by a Flying Squad



Flying Squad members are paid six dollars an evening. They are not full-time employees but, in most instances, are schoolteachers highly skilled in a particular phase of recreation who wish to supplement their incomes by rendering an important community service, not more often than two nights a week.

Public reaction to this kind of service is extremely favorable. It constitutes one of the best forms of good public relations, making a host of friends for the recreation department. It takes recreation to the people, many of whom experience their first contact with the department in this relationship.

#### FARMER'S FIELD DAY

Vettiner describes this unique form of rural recreation as follows:

While it is true that only a part of the people enjoying rural recreation pursue farming as an occupation, Farmers' Field Day is none the less popular throughout the county. Those not actually engaged in the contests enjoy themselves as spectators. County agents and the Future Farmers of America are glad to cooperate in making this day enjoyable.

The fun scheduled at this county-wide event could be defined as work for recreation. The plan is simple. In the early spring the recreation director locates large fields, centrally located, which the owners intend ploughing.

Farmers from all sections are encouraged to bring teams and tractors. Their wives and children bring other farm implements to contribute to a family day of fun. The morning is devoted to ploughing contests with the teams and tractors doing workmanlike jobs of ploughing and putting in order different parts of the contest fields. Judges render decisions based on straightness of furrows, speed and skill of the work completed. The men have fun working while the owners congratulate themselves as did Tom Sawyer while his fence was being whitewashed.

The afternoon activities have the feminine touch. Women add points to their community's score by engaging in sowing, nail-driving contests, demonstrations of skill in churning and by playing milking games. When Jersey cattle cooperate with milkmaids in their attempt to fill soft drink bottles in record time, rural fun, with laughter as the keynote, reaches a high peak.

Track and field events, allowing young and old opportunities to participate, follow. The day of fun is completed when the barn is opened for square dancing.<sup>11</sup>

<sup>11</sup> Vettiner, *op cit*, pp 64-65.

## THE HUSKING BEE

An old yet ever new and always popular fall recreation activity in Mason County is the husking bee. Combining work with play as is frequently characteristic of recreation in rural areas the bee usually is held in a large barn appropriately decorated for the occasion with autumn leaves goldenrod shucks of corn pumpkins and apples. Entire families for miles around come together to demonstrate their skill at husking and to have a good time together.

Contests are conducted to determine who can husk the most corn in a given time. The unmarried men while interested in winning the husking chump onship are equally desirous of finding the red ear of corn which entitles them to kiss the girl who is their partner for the evening. After the husking is completed games dances, and refreshments are enjoyed.

As part of the planning for the husking bee the high school history classes of the county engage in research to determine how the early pioneers conducted their husking bees. Efforts are made to incorporate this information into the operation of the county's bee.

Winter and spring programs in the Mason County centers differ in a few respects from the fall program but the differences are in the main, simply the substitution of one activity for another. Basketball kite flying contests marble and hopscotch tournaments and similar activities make their appearance while hockey football and husking bees disappear. A rich and varied program continues on a year round basis.

## ADMINISTRATIVE ASPECTS

The Mason County program of recreation does not function automatically but is organized and administered in conformity with sound fundamental principles of good organization and administration.

### *The Community Recreation Committee*

In each community participating in the organized county program of recreation a recreation committee serves as a planning and operating group responsible to the people which it represents and to the Mason

**County Playground and Recreation Board** When a few residents of a community realize the need for an organized program of recreation and arrange for a conference with the county recreation director to discuss how this need may be met, the first step toward the establishment of a recreation committee has been taken. Frequently the spokesman for the group is appointed temporary chairman of the recreation committee by the county recreation director and charged with the responsibility of selecting a representative committee from his community comprised of responsible citizens interested in recreation. Committees must consist of a minimum of five members, no maximum figure has been established.

Among the most important functions of the community recreation committees are the following

- 1 They will determine by survey the type of program best suited to the people they serve
- 2 They will plan the programs cooperatively with the assistance of the county recreation director and his staff
- 3 They will assume full responsibility for all recreation provided by the program
- 4 Whenever county wide events are scheduled transportation will be provided by the community
- 5 All trips, hikes, hayrides and other excursions will be properly supervised by committee members and the paid recreation leader supplied by the Board.
- 6 Community recreation committees will not tolerate profanity, indulgence in alcoholic beverages (including beer) or any conduct which reflects discredit on the overall program
- 7 They will assume responsibility for the care of school buildings used for the programs making reparations for all damages due to recreation usage
- 8 They agree to contribute time and effort working with the paid supervisor supplied by the Board.
- 9 They agree to hold regular monthly meetings to transact current business and plan new programs. They agree to send representatives to the monthly meetings of the County Wide Recreation Council.<sup>12</sup>

The local community recreation committee is a vital factor in the success of the program. Important as the County Playground and Recreation Board is to the total overall county program, it is too far

<sup>12</sup> *Ibid.*, pp 4-5

removed from the local situation to deal successfully with the manifold problems that arise in each separate community. The County Board cannot know for example the activity preferences and prejudices of all the people, the days and hours best suited for organized recreation, the extent to which the people actually want a program or the currents and cross-currents which sweep through every community and affect to a greater or lesser degree everything that is done. Even if the Board should by some means acquire all this information it still would be good administration to require the establishment of the community recreation committee because when a community takes an active part in securing for itself rather than being given outright a recreation program this program becomes *theirs*—they feel a sense of responsibility for its success—and not only will the members of the committee participate in the activities but they will encourage others to do so. They will also interpret the program to the entire community.

The practice of the Mason County Playground and Recreation Board in requiring the organization of a recreation committee in each community is in perfect harmony with four basic principles of administration

- 1 *Creative participation is an essential element of good administration.* This principle calls for all who are involved in the plan to be given a voice in the planning.

- 2 *Administration should be flexible—adaptable to changing conditions.* If it were not for the thirty-two local community recreation committees the possibility of a relatively inflexible and uniform county plan including program would be a danger.

- 3 *Careful consideration should be given to the community customs, mores, folkways and traditions in setting up any practices or programs.* Such consideration is guaranteed by the community recreation committee.

- 4 *Administrators should seek the cooperation of vigorous community leaders and groups who are interested in one phase or another of the department's recreation activities.* The strength of a community's program of recreation exists to a great extent in the number and character of the people who participate actively in its advancement.

### ***The County-Wide Community Recreation Council***

Each community recreation committee elects one of its members as a representative to the County-wide Community Recreation Council which meets once a month. The major purposes of the council are: (1) to serve the county director of recreation in an advisory capacity; (2) to improve community programs by providing a medium for the exchange of ideas, and (3) to develop a friendly, cooperative relationship among the various recreation units in the county.

### ***The County Playground and Recreation Board***

A central authority is essential to give unity and coherence to the county program of recreation. This central authority is the Mason County Playground and Recreation Board consisting of five members, serving for five years without pay and so appointed as to provide that the term of one member expires each year. The county judge appoints the members of the Board.

The Board employs a full-time director and other necessary personnel, establishes policies for the conduct of recreation in the county, controls expenditures from the \$80,000 annual budget, maintains and operates playgrounds and community centers, and assists in the interpretation of recreation to the general public.

Unless a community is willing to help itself, it cannot secure financial assistance from the Board for the conduct of a local program of recreation. Joint financing by the county and the community undoubtedly constitutes one of the most vital factors underlying the success of the entire recreation program in Mason County. This highly commendable policy is a guarantee that the community wants recreation and is willing to work for it.

In the operation of a playground or community center, the County Playground and Recreation Board pays one half of the cost; the community must pay the other half. The County Board discharges its financial responsibility by providing all paid leadership; the community by furnishing the areas, facilities, equipment, and supplies. If a community desires more recreation than it is getting, it must be willing to match whatever increase is allocated to it by the County Board. The key to getting more is in doing more. Thus recreation be-

comes not a "handout" nor a "dole" but a goal to be achieved through joint effort the result of cooperative action This practice contains within itself a ready answer to any community jealous of the larger appropriation a neighboring community is receiving from the county If you want more do more<sup>1</sup>

The County Board in certain cases will provide 80 percent of the cost of a project with the local community furnishing the remaining 20 percent Such facilities as swimming pools bowling alleys and roller skating rinks serve large areas and are expected to pay all operating costs through the fees that are charged for their use Since the Board is relieved of the necessity of paying the salaries of the personnel involved it will furnish 80 percent of the funds required to construct these major projects provided that, after a thorough study it considers the projects to be desirable They must be constructed on public ground and become the property of the County Playground and Recreation Board<sup>12</sup>

The people of Mason County have not utilized any form of objective measurement in an attempt to determine in a scientific manner what values are being derived from their program of recreation They are not averse to the application of scientific evaluative techniques nor are they very greatly interested in them "For how can you measure" they say "the joy in a child's heart the peace and contentment of the aged the exhilarating sense of achievement of the teen age baseball player or the quiet happiness of the middle aged couple as they work side by side on a common project in a community center crafts club? We know what recreation does for our people because they tell us and because we know what it does for us This may not be good enough for the experts but it is good enough for us"

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<sup>12</sup> *Ibid* p 30

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- 5 Vettiner, Charles J , *Rural Recreation for America*, Louisville, Charles J Vettiner, 1949.

*Films*

1. *County and Community Recreation in Action* (29 min ) 16 mm Sound  
Indiana University, Bloomington, Indiana  
Presents case histories of the development and organization of the recreation programs in three northern counties

## II

### *Principles of Operation*



# Principles of Administration

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**P**ERSONS charged with administrative responsibilities in recreation are confronted constantly with the necessity of making decisions of a professional nature. Whether these individuals be directors of playgrounds or community centers in which case their administrative responsibilities are limited to single units, or superintendents of recreation in metropolitan areas where their decisions may affect the entire department and the lives of thousands of people, they need the assistance of the best available guides in forming judgments and determining procedures.

When a motorist traveling through unfamiliar country arrives at a point where a choice must be made among alternative routes he makes this choice, not blindly, nor by watching what other motorists do but by referring to a road map looking for a route sign, or asking someone who knows the road he should take. An airplane pilot may be guided to his destination by certain navigational aids such as charts or maps, radio ranges or other broadcasting stations or by reference to some of the heavenly bodies.

## NEED FOR PRINCIPLES

The recreation administrator needs guides to action comparable to the maps, route signs and radio ranges of the motorist or the aviator. These guides are to be found in an understanding of the basic principles of administration. Unfortunately, in far too many instances recreation personnel have depended not upon principles for the formation of judgments but upon such aids as tradition, current practice, best

guess, and the expressed desires and interests of people, each of which aids may prove to be extremely faulty.

The importance of principles to the administrative process is indicated by Dimock, who quotes an official of great administrative capacity as saying, "The difference between a great executive and a mediocre one is that the former will follow principle, whereas the latter relies upon precedent. The former will be progressive, inventive, original, the latter's actions will be stodgy, unimaginative, shot through with red tape."<sup>1</sup>

Let us assume that a superintendent of recreation is faced with the responsibility of opening a new community center in a senior high school building. Among the numerous questions which must be answered are:

1. What days and hours shall the center be open?
2. What activities shall be conducted?
3. Who shall be admitted?
4. What fees, if any, shall be charged?
5. Shall there be a snack bar? If so, who shall handle it?

Now, how shall these questions be answered? It is extremely important that desirable policies and practices be established at the outset, because after these become fixed it is difficult and often wasteful to change them. Great harm may be done both to the community and to the cause of recreation by ill-advised programs and procedures. Successful programs of recreation do not "just grow" like Topsy, but they are developed in conformity with sound fundamental principles of organization and administration. And yet, other approaches to a solution of these problems are utilized frequently by individuals who often are wholly unaware of the weaknesses inherent in them or of the existence of other far more reliable guides.

### *Unsound Bases*

The superintendent of recreation may look to the past for the answers to his problems. For the past twenty years the community center programs in his city have consisted of these activities, therefore, they

<sup>1</sup> John M. Gaus, Leonard D. White, and Marshall E. Dimock, *The Frontiers of Public Administration*, University of Chicago Press, 1936, p. 130

should continue to include these activities! No attempt is made to appraise the worth of an activity in the light of the needs of the time and place. What is, is right. This is known as the *traditional* approach. Its major weakness resides in its blind devotion to the past and its failure to utilize in the improvement of recreation programs the growing fund of knowledge about human beings and society supplied by the sciences underlying the area of recreation. Sears points to the danger confronting a department of recreation wedded to the traditional approach. "Organizations grow old because their purposes and natures do not keep pace with change in the needs that gave rise to them. It must be the nature of any organization, especially one designed for the accomplishment of a social purpose like education, to keep alive, to keep changing as its work requires. It cannot be made once for all, but must be kept continuously in process of making or it will become crystallized and decadent, and, finally, must break down."

If the superintendent visits community centers in other cities and decides to do as they are doing, he is utilizing the *current practice* approach. Find out what others do and we'll do the same! It is as simple as that. There are at least two grave defects in this technique. What others are doing may be wrong. Even if what they are doing is right for their situation, it may not be right for ours. This approach to the solution of problems is comparable to that followed by the engineer about whom the following story is told. It was his responsibility to build a bridge under which ships must pass. He needed an answer to the question, "How high should the bridge be?" He solved the problem by measuring the height of fifty ships, striking an average, and building the bridge that high.

The question of program may be resolved by the simple expedient of passing out a checklist of a large number of recreation activities, asking those persons expected to use the center to check the activities in which they would like to take part, and building the program around the activities most frequently checked. This sounds reasonable. Give the people what they want! This is the *expressed desires* approach to program construction. The trouble with this approach is its failure to take into consideration two factors: (1) the recreation interests and desires of people are limited by their experiences, and (2) one of the

major functions of leadership should be to expand the recreation horizons of people by introducing them to new interests and new activities which help make life more meaningful and more significant.

If the superintendent arrives at decisions based solely upon his own personal opinion, unsupported by valid factual data, he is using the empirical or *best guess* approach. He thinks this is the right thing to do. The weakness of this approach to problem solving is obvious. The guess may be wrong.

It should be understood, however, that none of these four approaches is wholly valueless. That which has proved to be successful in the past may have retained its values for the present; that which works in a neighboring city has, at least, the merit of having demonstrated its workability; unless people are interested in an activity they won't put in an appearance, thus denying the recreation leader an opportunity to introduce them to new interests; and, finally, the guess of a superintendent of recreation often is based upon years of experience and observation. Nevertheless, after granting to all these approaches their full measure of possible strength, the weaknesses are so numerous and so grave as to cause their rejection as a major form of guidance by professionally minded recreation personnel.

### *Approach Through Principles*

The superintendent who understands the basic principles of administration will see clearly the road he should take in arriving at a solution to the five problems raised on page 70. While more than one principle is involved in the determination of procedures, only one, with its implications, will be examined here. The principle of *creative participation* emphasizes that all persons, or their representatives, directly affected by the proposed new community center, be given an opportunity to participate in the planning for the center. The superintendent, therefore, will invite to a planning conference representatives of these four groups:

1. *The anticipated participants.* If this center is expected to serve all age groups in the community, representatives of these various groups should be invited to participate in the planning. Too many youth activities, for example, are adult conceived, adult planned, and adult administered. Youth should be brought into the planning as well

as into the plan. Unless this is done the department of recreation may set up an elaborate program and then discover to its amazement that young people are strangely uninterested in it. This does not mean that youth should be given a free rein to do as it pleases but it does mean that boys and girls should be invited to meet with adults to help in the planning and the operation of their own activities. They should be invited to share responsibility in so far as they are capable of doing so.

2 *The parents* The parents of the youth who will use the center should have a part in determining its policies and procedures. They do not wish their children to be out too late at night and so are concerned with the closing hour of the center. They also are interested in knowing what their children are doing in their leisure time and the nature of the leadership provided for them. When representatives of the parents share in the planning they become ambassadors of good will for the center and other parents aware of the part they have played look with favor upon the center and encourage their children to attend.

3 *Administrative officials of the school in which the center is to be conducted* School officials are directly affected by the establishment of a community center in what they often are accustomed to think of as *their building*. If the center is poorly operated school property may be damaged and youth behavior patterns so impaired as to result in a detrimental effect upon the day school. By inviting the school people to participate in the planning they are led to feel that it is their center that they have a stake in it and that they have a responsibility to do all they can to guarantee its success. Failure to recognize school officials in this manner may very readily prove to be a major factor in the eventual failure of the center. It is by no means as difficult for a recreation department to get into a school building as it is for the department to stay there after it gets in. The wholehearted cooperation of the school people is essential if the center is to have any degree of permanence. Such cooperation can be obtained if the school feels itself to be a full fledged partner in a common enterprise.

4 *Recreation department personnel* The superintendent may invite some of his staff members to the meeting or he may prefer to represent the department himself.

While additional interested individuals or representatives may be

asked to help make plans for the center, these four groups are concerned above all others, and their understanding, support, and counsel are necessary if the center is to be successful

All this, and more, is implied in the principle of creative participation

## NATURE AND SOURCES OF PRINCIPLES

What are principles and where do they come from? Are they infallible and eternal? Does the art of administration consist simply in memorizing a list of basic principles and then putting them into practice? What is the difference between a principle and an opinion? Do basic principles of administration change as the areas of human endeavor being administered change, or are they universal in their application? These are important questions, and they must be answered if the student is to have any real understanding of the part which principles should play in the administration of recreation

Williams defines a principle as a fundamental belief based upon fact. He indicates that some principles "are established so clearly that they seem irrefutable and come in time to have the sanction of natural law, as the law of gravitation. At other times, there may be lacking all the facts that are desired and yet the validity of those available is so high that they serve as the basis, at least tentatively, of principles"

Gaus points out that a principle is "a hypothesis so adequately tested by observation and/or experiment that it may intelligently be put forward as a guide to action, or as a means to understanding". While at least one writer<sup>5</sup> on administration seriously questions whether there are at present any recognizable principles of public administration, others, such as Hagman,<sup>6</sup> Mort,<sup>7</sup> Mooney and Reiley,<sup>8</sup>

<sup>5</sup> Jesse Feiring Williams *The Principles of Physical Education*, W B Saunders Company, 5th ed., 1948 p 7

<sup>6</sup> Gaus et al, *op cit*, p 21

<sup>7</sup> Edwin O Stene "An Approach to a Science of Administration" *The American Political Science Review*, December, 1940 p 1124

<sup>8</sup> Harlan L. Hagman, *The Administration of American Public Schools* McGraw Hill Book Company, 1951, pp 40-41

<sup>9</sup> Paul R. Mort *Principles of School Administration*, McGraw Hill Book Company, 1946

<sup>10</sup> James D. Mooney and Alan C. Reiley, *The Principles of Organization* Harper & Brothers, 1939

and The President's Committee on Administrative Management\* express no hesitancy in declaring that these principles do exist and are identifiable.

The President's Committee on Administrative Management is outspoken in its belief that the fundamental principles of administration are readily ascertainable

Fortunately the foundations of effective management in public affairs no less than in private are well known. They have emerged universally where ever men have worked together for some common purpose whether through the state the church the private association or the commercial enterprise. They have been written into constitutions charters and articles of incorporation and exist as habits of work in the daily life of all organized peoples. Stated in simple terms these canons of efficiency require the establishment of a responsible and effective chief executive as the center of energy direction and administrative management the systematic organization of all activities in the hands of a qualified personnel under the direction of the chief executive and to aid him in this the establishment of appropriate managerial and staff agencies. There must also be provision for planning a complete fiscal system and means for holding the Executive accountable for his program.<sup>10</sup>

### *From Experiences of Man*

An important clue to the origin of administrative principles lies in this excerpt from the above quotation "They have emerged universally wherever men have worked together for some common purpose." Men have been working together for common purposes throughout their racial history—as hunters fighters builders settlers traders—and out of these experiences they have learned that some things will work while others will not. Somewhere far back in man's primeval past, no doubt as a result of thousands of years of bitter and bloody experience this fact finally began to impress itself upon his developing brain. There can be only one leader, one chief executive at any one time. Aristotle emphasizes this basic principle in these words "The world is not intended to be disposed in evil order. In a multitude of rulers there is evil therefore let there be one prince."

\*The President's Committee on Administrative Management *Administrative Management in the Government of the United States* United States Government Printing Office 1937 p 2

<sup>10</sup> *Ibid*

The Romans violated this basic principle with their two-consul system of government, "a vicious system," Mooney charges, "that was mainly responsible for the terrific disaster that overwhelmed the Roman arms at the great battle of Cannae."<sup>11</sup> Down through the ages man has learned that when this principle is violated he gets into trouble, and so he has coined a number of well-known sayings which express his convictions on this point, among which are: "Too many cooks spoil the broth" and "No man can serve two masters."

Thus we see that, out of the experiences of mankind engaged in carrying on cooperative enterprises, there have emerged certain fundamental beliefs which we call principles and which are characterized by a universality that makes them applicable to all areas of human endeavor.

### *From the Nature of Man*

It is not sufficient merely to study the experiences of man in an attempt to locate administrative principles; man himself must be studied. A careful analysis of the nature and needs of man reveals facts upon which several of these principles are based. W. I. Thomas<sup>12</sup> suggests that one of the deep-seated drives to action in human beings is the wish for recognition. The desire for recognition as a stimulus to action probably is more characteristic of our dynamic and highly competitive society than of those societies in which social recognition is primarily a matter of birth. Landis, although writing on the subject of adolescence and youth, might have extended his remarks to include adults as well.

It probably reflects a basic pattern of American culture rather than anything innate in human nature, but early in life the American child gives expression to his desire for group recognition and begins an obvious striving for status. This struggle for recognition and status is a lifelong one. Every favorable token of social recognition gives the ego a boost, bolsters one in self-confidence, and gives one a greater sense of belonging . . .

All normal human beings require considerable ego support from a social group. No human being ever reaches the point where it is not a thrill to re-

<sup>11</sup> Mooney and Reiley, *op. cit.*, p. 65

<sup>12</sup> Richard T. LaPiere and Paul R. Farnsworth, *Social Psychology*, McGraw-Hill Book Company, 1936, p. 241.



ceive social approval or where he does not shrink and recoil from social disapproval. The simple query "How do you do it?" may make one's whole day brighter. Approbation for small successes or the pleasure of little attentions all of these things provide ego stimulation and thereby strength to carry one through the days. Similarly, small bits of criticism can make life miserable make every burden seem like a chain about the neck.<sup>12</sup>

Since the behavior of man is motivated to a considerable degree by this desire for recognition, no sound program of administration can afford to ignore its existence. Hence these two administrative principles may well be said to have evolved out of the nature of man and his needs in a democratic society: (1) *Ample recognition should be given to the individual in recreation*, and (2) *Full credit should always be given to the groups which cooperate with the department of recreation*.

Another facet in that many-sided phenomenon termed human nature and which possesses implications for administration is the craving for new experiences, adventure, thrills, and excitement. Man hates boredom and much of modern life is drab, monotonous, and boring. Especially is this true of work in a highly mechanized age where men often lead fractionalized lives while on the job performing one simple operation all day long. Such work in far too many cases is repetitive, monotonous, noncreative, deadening. There is no exercise for the body, no appeal to the emotions, and no challenge to the mind. But man is all of these and one of his greatest needs is for those experiences which will restore wholeness to life, which will challenge all his powers and provide an escape from "the fatigue which arises from repetition of a single action pattern."

In the words of the American Youth Commission: "A broad range of experience that is interesting and occasionally exciting is another major craving of youth. It shows itself in all forms of physical activity, in the desire for the friendship of new companions, and in the experimentation in search of achievement. It is also manifested by absorption in all of the media of vicarious experience, including fictional and biographic literature, motion pictures, and the radio. If experience is limited and inadequate, personality and behavior can

<sup>12</sup> By permission from *Adolescence and Youth* by Paul H. Landis. Copyright 1947 McGraw-Hill Book Company, Inc. pp. 94-95.

hardly fail to be the same."<sup>14</sup> This insight into the nature of man underlies the basic principle that *good administration provides for all the people a broad and varied program of activities, possessing social significance, and having a vital relationship to their needs and interests.* Further justification of this principle is to be found in the fact that individuals differ in their needs, their capacities, their interests, and their abilities.

Among the basic needs of man possessing relevancy with respect to the principles of administration is the hunger for acceptance, the powerful drive to be counted in, to be one of the group. One might call this the need to be needed. To quote Landis again, "Group acceptance or rejection is then the most meaningful experience in the life of an individual at any age, but in adolescence acceptance or rejection is a thing of supreme importance because of the desperate struggle for status, recognition, and self-confidence that characterizes this period in life when the spheres of childhood activity are enlarging into the spheres of adult activity. Insofar as it is practicable, it is the responsibility of the school, church, and family institutions to help see that every adolescent feels that he is wanted, to give him a sense of belonging."<sup>15</sup> It is partially this fact which impels administration to widen the area of common concern, to give everyone involved in the plan an opportunity to participate in the planning, to give all who are interested a sense of belonging, of sharing in a common enterprise. In short, the principle of *creative participation* owes its existence to this characteristic of human nature.

### *From the Nature of Democracy*

Life in a democracy is a different sort of thing from life under any other form of government. Values are different and procedures, likewise, are not the same. Life is shaped and fashioned to a certain extent by the dominant political philosophy of the country in which it exists. Administration, provided it is in harmony with the political philosophy of a nation, will operate in a democracy quite unlike the manner in which it will function under a totalitarian form of government. It be-

<sup>14</sup> American Youth Commission, *Youth and the Future*, American Council on Education, 1942, p. 108

<sup>15</sup> Landis, *op. cit.*, pp. 96-97.

hooves us, therefore, to analyze briefly a few of the outstanding characteristics of the democratic ideal if we are to locate certain of the wellsprings of administrative principles

## 1 DEMOCRACY EMPHASIZES THE WORTH OF THE INDIVIDUAL

High among the unique characteristics of democracy is respect for personality, belief in "the inherent worth of the individual in the dignity and value of human life"<sup>16</sup> This concept of the worth of individual human beings possesses major implications for administration perhaps the most important of which is the connotation that all men be given an opportunity to contribute what they can to the common effort and be respected for their contributions Furthermore, administrative procedures in a democracy will be measured directly by the extent to which they advance the welfare of the human beings concerned Management is a means, not an end, and the end is the enrichment of human life Lihenthal expresses this concept in relation to government "Any form of government, therefore and any other institutions which make men means rather than ends which exalt the state or any other institutions above the importance of men which place arbitrary power over men as a fundamental tenet of government are contrary to that conception, and, therefore, I am deeply opposed to them"<sup>17</sup>

## 2 FAITH IN HUMAN INTELLIGENCE IS A CHARACTERISTIC OF THE DEMOCRATIC IDEAL

Closely allied to belief in the worth of the individual is faith in the intelligence of human beings Democracy rejects any plan of action which centers in one man or a small group of men exclusive power to make decisions affecting the public interest, because history has shown that in this direction lies dictatorship Instead, democracy believes in the principle of the universality of leadership—that leadership is not the prerogative of the few but may be expected to flower in all men to the extent that each individual is encouraged to make his contribu

<sup>16</sup> President's Commission on Higher Education *Higher Education for American Democracy—Volume I, Establishing the Goals* United States Government Printing Office, 1947 p. 11

<sup>17</sup> David E. Lihenthal *This I Do Believe*, Harper & Brothers 1949 pp x, xi.

tion to the common cause in such a manner that no one person dominates the group. One of the major functions of democratic leadership, therefore, is the fostering of leadership in others to such a degree that the leader finds himself working with a group all of whose members also are leaders. As Dewey puts it, "What does democracy mean save that the individual is to have a share in determining the conditions and aims of his own work and that on the whole, through the free and mutual harmonizing of different individuals, the work of the world is better done than when planned, arranged, and directed by a few, no matter how wise or of how good intent that few?"<sup>18</sup>

To have faith in human intelligence does not mean one should believe that by some miracle, out of the enthusiastic interchange of uninformed opinion, a distillation of wisdom will emerge. No uninformed group can talk itself to truth. Nor does democracy in administration mean that well-educated and experienced administrators should abdicate their positions and permit youth, leaders, and parents to run the recreation department. It does imply that administrators must furnish a democratic type of leadership which constantly seeks to develop leadership in others, for leadership in various phases of the recreation program must be developed among recreation personnel, youth, and adults if they are to grow into the socialized individuals so greatly needed in a democracy. The contributions made by these groups in no way lessen the importance of the administrator's contribution. He will have much more to do with coordination, and he will be much more concerned with the growth of persons within his department than ever before.

### 3. EQUALITY OF OPPORTUNITY IS A GOAL OF DEMOCRACY

When the architects of the American Dream gave expression to the concept of the equality of man, they could not have been unaware of the fact that men are not equal in many respects. Men are not equal in intelligence, but they are equal in their right to utilize what mental powers they do possess in the furtherance of their interests and those of society. Men are not equal in their contributions to the common effort, but they are equal in their right to make that contribution and

<sup>18</sup> From an article that first appeared in *The Elementary Teacher* in 1903. It was reprinted in *Progressive Education*, vol. 8, 1931, p. 217.

to be respected for it. Men are not equal in their capacity for learning but they are equal in their right to develop their potentialities to the highest possible degree.

A definite part of the American Dream is the unique idea that all men are equal in the sense that every man shall be given his chance to succeed. True democracy will not countenance the closing of doors to people just because they are different, and the only ceiling which it places on a man is the ceiling of his own abilities.

The implications of this concept of equality to the administration of recreation are quite numerous and precise. Recreation opportunities shall be provided for all the people; all recreation personnel shall be invited to participate in making decisions on matters of common concern; all participants or their representatives shall be given a chance to contribute to the planning of their own activities; and programs shall be broad and diversified so that everyone can find something he can do well.

#### 4 COOPERATION IS AN ESSENTIAL ELEMENT IN DEMOCRATIC LIVING

The capacity to cooperate for the common good, the willingness to sacrifice one's personal and selfish interests for the greater welfare of the group, is one of the most important qualities of the good citizen in a democracy. The welfare of the people in a democracy is determined in large degree by their willingness to accept the common good as their social aim and to work together in the realization of this aim. Conversely, a constant threat to democracy resides in the failure of individuals, groups, and classes to settle their differences peaceably or to consider as important any interest other than their own.

The democratic concept which calls for widening the area of common concern so that all may feel themselves to be partners in a common enterprise and which emphasizes the importance of cooperative effort in furthering this common enterprise throws light upon the path which the recreation administrator should follow. He should seek to develop a high degree of cooperation between the recreation department and other agencies in his community; should operate on the basis of reciprocal cooperation rather than autocratic control; understand that the administrative process in many of its aspects is a co-operative undertaking by all the recreation personnel; and constantly

endeavor to secure the cooperation of vigorous community leaders and groups who are interested in one phase or another of the recreation program.

From the experiences of man, his nature, and the nature of the society in which he lives are derived the principles by which the administrator of recreation is guided. Lacking principles as guides to action, he is dependent upon rules, methods, authority, and tradition, all of which may be extremely faulty. While principles should not be revered as eternal truths because "these eternal truths have a way of colliding with one another,"<sup>19</sup> nevertheless, they are the best guides of which we know and professionally minded recreation administrators prefer to place their reliance upon principles as the basis for determination of procedure.

One note of caution here: the art of administration does not consist solely of memorizing a list of principles and then applying them in a mechanical fashion to the appropriate situations. Administration is not that simple. Administration involves working with human beings and human nature is a highly unpredictable element. A knowledge of principles drawn partially from the facts of human nature will prove to be extremely helpful to the administrator, but successful administration is compounded of many things. Running through this administrative fabric will be principles, personalities, tradition, expediency, politics, experience, authority, interests, local economy, judgment, intuition, and many other factors, some of which, it is possible, may operate below the level of consciousness of those concerned. As Gaus presents the problem, ". . . there are important differences in place, time, local tradition, and objective which need to be given their full weight by a realistic researcher in public administration. Instead of expecting standardization, simplicity, and complete parallelisms, a student of public administration should expect to find a great variety of problems and likewise varying formulas. Public administration should be elastic. Its principles are convenient guides to future action, but they should be conditioned in their application by time and place factors, by sound judgment, by intuition, by willingness to experiment, and by regard for the distinctive conditions and differing objectives of the particular case."<sup>20</sup> In short, despite

<sup>19</sup> Boyd Henry Bode, *How We Learn*, D. C. Heath and Company, 1940, p. 293.

<sup>20</sup> Gaus et al., *op. cit.*, pp. 4-5.

the importance of principles, they do not constitute a ready made solution to administrative problems

One further reflection upon the nature of administrative principles is in order before some of the most important of these principles are presented. It is believed that the fundamental principles of administration are universal. The principles which operate in the administration of recreation are exactly the same principles which operate in all fields of human endeavor. History supports this thesis when it reveals that identical principles of organization and administration have appeared in the governmental forms of every age. Brown further confirms this point of view when he says, "The fundamental principles of administration are universal. Granting that the statement is sound, the administration of a railroad, a transcontinental airline, a professional baseball club, a church diocese or conference, a high school, an oil company, a system of city schools or a polar expedition differs only in the details as they are applied to the general field of administration. The basic underlying principles are present in each of the specific phases."<sup>1</sup>

### FUNDAMENTAL PRINCIPLES OF ADMINISTRATION

A limited number of administrative principles are presented and discussed briefly throughout the remainder of this chapter. Only those principles which appear to possess greatest significance for the conduct of recreation are set forth here.

1 *Centralization of responsibility is an important aspect of good administration.* This principle calls for the establishment of a responsible and effective chief executive as the head of the recreation department. It also indicates that where two or more recreation workers are assigned to a unit such as a playground or a community center, one should be named as the director. Two directors of one playground or one community center is as impractical as two superintendents of schools or two head coaches of the same football team.

2 *Policies and procedures should be based upon the systematic collection and use of facts.* A city is faced with the problem of making a decision as to whether its playgrounds shall be open under supervision

<sup>1</sup> Edwin J. Brown, *Secondary School Administration—Its Practice and Theory* Houghton Mifflin Company, 1933 p. 4

in the mornings and afternoons, in the afternoons and evenings, or in the mornings and evenings. It has found it impossible to continue to operate a program during all three of these periods. How shall the decision be made? A careful analysis of attendance reports over the past five years reveals that the evening attendance is much larger than that for the afternoons and the afternoon attendance is more than twice that for the mornings. These attendance facts are influential in helping the recreation board arrive at an intelligent decision.

Accident facts should be collected and analyzed as a partial basis for establishing policies relative to selection of playground apparatus, the use of this apparatus, the operation of safety patrols, the education of the recreation personnel in first aid, care of injured participants, and the selection and conduct of various activities.

One of the first and most important steps to be taken in the administration of a department of recreation is determination of the legal requirements which must be observed. Legal requirements are specified not only in state recreation laws but also in state school laws, in the regulations of state boards of education, in laws governing public buildings, in municipal building codes, in fire laws and ordinances, in laws of tort and trespass, in laws governing the operation of motor vehicles, in laws and ordinances governing public places of entertainment, in sanitary codes, and in other sections of the general statutes of the various states. All laws, ordinances, codes and regulations, related in any way to recreation, should be collected and translated into administrative regulations, instructions, or policies. Successful administration proceeds, in so far as possible, on the basis of facts and provides the means whereby facts are systematically collected and intelligently utilized.

3. *Good administration must be based upon a sound philosophy of recreation.* An administrator without a sound philosophy of recreation is like a mariner without a compass. Philosophy is concerned with purposes, ideals, values, and administration is important only as it makes possible the attainment of these values. Unless the personnel of a department clearly understand the values for which they strive, and unless these values be worthy ones, the work of the department is without meaning and without direction. Things are done but there is no good reason for doing them. It is not enough merely to provide



activities for people without regard to what happens to them while they are participating. We cannot afford to evaluate our programs solely on the basis of the numbers taking part. We must be concerned with the quality of the recreation experience and its effect upon the behavior of those who experience it. Administration is but a means to an end, and the end is the realization of the goals which the department deems important.

4 *Administration establishes the means for the development of co-operation between the recreation department and other agencies, groups, and individuals.* In a democracy any governmental service or function is dependent upon the support of the people for its creation and its continuance. Whenever a public institution fails to establish close and friendly relationships with groups within the community, it not only is unable to carry out effectively its responsibilities but actually may be in danger of attack and possible extinction. In every community recreation needs a continuing body of organized friends devoted to its welfare. One of the best ways to win friends for recreation is to encourage people to accept responsibilities for certain phases of the program which then becomes *their* program, something to be organized, conducted, expanded, interpreted, and defended.

Some of the opportunities existing in recreation for the utilization of lay groups and individuals in various aspects of the work of the department and in its support are pointed out by McCluggage:

One significant aspect of recreation administration is the wide use made of committees, councils, advisory boards, policy making boards and other citizen groups which can lend effective support to the local recreation department. In some cases the lay group has been formed to make a study of local recreation problems and needs and to recommend a plan of action. Sometimes, when formed to provide a needed recreation service, it has continued in an advisory capacity or has conducted parts of the program after public authorities assumed the major responsibilities. When local recreation services were threatened by severe cuts in the budget, groups of citizens have been organized to arouse public opinion in support of a public recreation program. Advisory committees have often explored the possibilities of expanding the offerings of the recreation department into new or special fields such as drama, or craft work. Through making speeches, raising money, interesting potential donors of land or money, conducting surveys

lobbying before government bodies, many members of lay citizens' councils have made significant contributions to the recreation movement.<sup>22</sup>

5. *Creative participation is an essential element of administration.* This principle, discussed in an earlier part of this chapter, emphasizes the importance of inviting all types of persons to contribute to the formulation of plans and decisions which affect them: youth, adults, parents, community leaders, teachers, recreation workers, administrators, and others. All persons from the superintendent of recreation to the humblest playground leader are regarded as co-workers on a common task. Each has a contribution worthy of respect although differing greatly in value or importance.

Lilienthal cites one reason this principle is so important today when he says: "As technology has been managed thus far it has, by and large, rather diminished than increased the average man's accountability for and participation in the vital decisions of his daily life. . . . A man wants to feel that he is important. . . . This hankering to be an individual is probably greater today than ever before. Huge factories, assembly lines, complex and seemingly mysterious mechanisms, and standardization in general all underline the smallness of the individual, because they are so fatally impersonal."<sup>23</sup>

Through the use of democratic methods in the administration of recreation we can stimulate and release individual resourcefulness and inventiveness, pride of workmanship, and creative ability. In the most highly mechanized of all the nations, persons can be led to realize that this is still a world of men where the individual counts for something.

6. *Good administration delegates responsibility and the authority necessary to the proper discharge of this responsibility.* The administrator who attempts to keep within his own hands direct and exclusive control of all that goes on in his department and who refuses to delegate any responsibility to others is very likely to become completely submerged in a maze of routine details. He has no time for creative leadership. He spends his time doing those things which can be done as well or better by a less highly paid individual. His staff feels that

<sup>22</sup> Marston M. McCluggage, *Motivating Forces in the Development of Collectivized Forms of Leisure-Time Activity*, Doctor's Thesis, University of Kansas, 1941, p. 100

<sup>23</sup> Lilienthal, *op. cit.*, pp. 46-47.

he lacks confidence in them. Since they are never given an opportunity to bear responsibility, they do not grow in the ability to carry responsibility.

In early biblical times the delegation of responsibility was recognized as an important element in good administration. "And Moses chose able men out of all Israel, and made them heads over all the people, rulers of thousands, rulers of hundreds, rulers of fifties, and rulers of tens. And they judged the people at all seasons, the hard causes they brought unto Moses, but every small matter they judged themselves."<sup>24</sup>

Ultimately this principle means not only that the successful administrator will delegate many responsibilities, but also that he will give to his subordinates the amount of authority consistent with the accomplishment of the undertaking. Authority must parallel responsibility.

7 *Administration should anticipate difficulties that have a possibility of occurrence and provide for them.* Good administration should anticipate difficulties and act in terms of this anticipation. In the area of driver education a student is taught to look ahead when driving along a street where cars are parked and when he sees exhaust fumes escaping from a parked car on the right side of the street to anticipate that the driver may pull out into his path with no signal whatsoever. The good driver is prepared for this eventuality, is aware of the frequency with which it occurs, and prides himself not upon his ability to get out of trouble but to stay out of it.

The successful administrator, while not a prophet, nevertheless possesses certain of the attributes of one. He looks ahead, visualizes possibilities, anticipates, foresees, and predicts largely on the basis of past experience, his knowledge of human nature, and his ability to estimate degrees of probability. He knows that fires break out in buildings under all kinds of circumstances, so he insists that fire drills be conducted in the community centers under his jurisdiction even though there never has been a fire in any of these centers. He realizes that all children do not always tell the truth, so he requires the written consent of parents before permitting children to go on overnight hikes. If there are five members on the board of recreation, the superintendent does not call only three of them to secure emergency approval on

<sup>24</sup> Exodus XVIII 25-26

a matter of policy, although a majority vote is all that is necessary. He foresees that the other two may resent being ignored and calls all five. Like the good driver he attempts to stay out of trouble by recognizing all the signs of approaching difficulty and avoiding it. He becomes consciously aware of the significance of the saying, "coming events cast their shadows before."

8. *Ample recognition should be given to the individual in recreation* This principle, previously discussed on pages 76-77, applies both to the individual as a participant in recreation activities and as a member of the recreation staff. Administration, in accordance with the principle, will operate in such a manner as to provide numerous opportunities for all individuals to merit recognition and then see that they get it through such media as newspapers, radio, bulletin boards, awards, recreation leaders, and the social groups to which the participants belong

9. *Good administration provides for all the people a broad and varied program of activities, possessing social significance, and having a vital relationship to their needs and interests.* Thus a program of recreation developed in conformity with this basic principle will not favor one age group, one sex, one section of a community, or one particular interest group over another. All ages, both sexes, all neighborhoods, and all interest groups will be provided for. Equality of opportunity for all will be one of the major aims of the administration. Activities will not be selected for the program because some local or national promoter seeks to preserve, perpetuate, or expand a sport in which he is interested for commercial or sentimental reasons, or for his personal aggrandizement. The sole test of the worthwhileness of an activity will be in terms of its effect upon the welfare of the participants involved.

10. *Administration realizes that understanding is basic to appreciation, appreciation is basic to support, and keeps the public informed about its department of recreation.* There is no substitute for a good program of recreation conducted by well-qualified and effective leadership. No matter how excellent a public relations program may be it cannot maintain the public's confidence or win its approval for a recreation program that is fundamentally unsound. On the other hand, a sound program of recreation unsupported by good public relations may fail because people do not know about it or do not understand it.

There is a great deal of truth in the statement that "people are down on what they're not up on." It is imperative that administration keep its public informed through an honest and continuous program of interpretation.

11 *Careful consideration should be given to the community customs mores folkways and traditions.* The recreation administrator is in charge of and is responsible for a unit of public service which service to be effective must reflect the mores of the community. Recreation activities highly popular and socially approved in one community are taboo in another. Certain types of dress speech mannerisms and personal behavior are assets in one society and liabilities in another. The administrator must operate within a culture where the opinions of people are "not formed on the spot out of the evidence at hand but developed out of a mysterious interplay between a present situation and the past experience present attitudes and emotions of the individual."<sup>3</sup>

To ignore public opinion or to attempt to conduct a program of recreation in direct conflict with it is to court both personal and professional disaster. Nor should the administrator make the fatal error of believing that he can change within a short period of time the deep seated opinions of people on what to them are basic concepts. The social psychologist points out that the American social heritage is an accumulation and refinement of the experiences of billions of human beings who have preceded us. We are born into these social ways must accept them and can affect them only to the slightest degree. We are dependent upon society for our knowledge of how to live and in return society demands that we adjust to it in certain designated ways.<sup>24</sup>

The administrator will do well to follow the advice contained in Admiral Hart's prayer: "Dear God give us strength to accept with serenity the things that cannot be changed. Give us the courage to change the things that can and should be changed. And give us wisdom to distinguish one from the other."

12 *All facilities activities and services should be made to yield as large a return as possible.* A group of young children is playing Drop

<sup>23</sup> American Association of School Administrators *Public Relations for America's Schools*. Twenty Eighth Yearbook of the Association, a department of the National Education Association 1950 pp 22-23

<sup>24</sup> La Pare and Farnsworth *op cit* pp 66-68

the Handkerchief One boy runs around and around the circle without dropping the handkerchief although all the players earnestly desire to run One leader will ignore this act of selfishness or simply order the boy to drop the handkerchief with no further comment Another will stop play, call the children about her, and all will discuss the game It will be brought out in the discussion that the good things about this game are chasing and being chased, that when one person runs too long others don't get to run at all, that the good things should be shared, and that everyone should respect the rights of the other players Under one leader a limited amount of exercise and fun results from the game, under the other, in addition to more fun and more activity, growth in social behavior is taking place One is satisfied with a 50 percent return on the investment, the other seeks 100 percent

This is the primary meaning of the principle in relation to activities The successful administrator will explain its implications to his staff and charge them with the responsibility of extracting from each activity all the values possible This principle emphasizes the importance of utilizing school buildings for recreation purposes in the late afternoons, at night, and on Saturdays It points to the desirability of lighting outdoor play areas so that more people may use them over a longer period of time It raises the question in the minds of all recreation personnel How can I render more effective service so that the people of this community may receive the greatest possible return from their recreation investment?

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## Values in Recreation

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**W**HAT do we seek in recreation? What do we expect a recreation program to do for the boys and girls, the men and women of a community? What are the goals, the purposes, the values? What results does a community demand of its recreation leaders?

These are important questions, quite fundamental basic to a profession and yet there is little unanimity of opinion as to their answers among either the general public or the recreation leadership. This lack of a common body of values, clearly defined, fully understood and accepted by the professional recreation leader and the layman, has resulted all too frequently in programs that are disorganized, indecisive in direction, apparently purposeless, and dealing in superficialities with little understanding of the relative worth and significance of their varied aspects.

An imperative need in recreation today, one of its greatest challenges is to embody significance and purpose within the field and then to interpret these values to others. To say that much of organized public recreation in America has been largely purposeless is inaccurate, because even in the most inadequate of situations the leadership undoubtedly has some reason for doing whatever it does. It is accurate, however, to point out that the goals toward which the recreation leaders of this nation strive if placed on a scale of values will range from the trivial to the highly significant, also that there is, at present, no general acceptance of a common body of values.

### THE SIGNIFICANCE OF VALUES

John Dewey states that one of the purposes of philosophy is to "shed some light upon the path" we are to travel. Philosophy is concerned

with questions of value. No area of endeavor can attain full professional stature until it has developed and adopted an intellectually challenging and socially acceptable philosophy or system of values. This system of values must take into consideration the nature and needs of human beings in a modern industrial civilization and must be in harmony with the principles of democracy. Until this basic philosophy exists in the minds of the men and women who guide the destiny of public recreation, this field of work will remain a "transitional occupation," as Kauffman<sup>1</sup> now terms it, and its leaders will wander in confusion, doing a myriad of things simply because they always have done them, or because someone else is doing them, or because someone in authority has directed them to do them.

The establishment of a system of values, the setting of common goals for recreation, is important for the following reasons:

1. It gives direction, meaning, and purpose to the program.
2. It provides the group with common goals which serve as a rallying point for the profession.
3. It serves as a basis for interpreting the program to the public.
4. It helps to determine the content of the program, methods to be used, equipment, supplies, facilities to be provided, and personnel needed.
5. It provides a basis for evaluating both program and personnel.
6. It establishes the means by which leaders may determine what is good and what is bad.

### THE SOURCES OF VALUES

Unless recreation leaders are satisfied with playing a minor, ornamental, and trivial role in the drama of community life, they must reflect seriously on the aims and purposes of recreation and of life. They must know the sources of values in recreation and be able to discover those values for themselves, for only in this way can they really understand and accept them as their own. No ready-made list of values will suffice unless one thoroughly understands and agrees

<sup>1</sup> Earl Kauffman, Jr., *A Critical Evaluation of Components Basic to Certain Selected Professions with a View to Establishing Recreation as a Profession*, Unpublished Doctor's Thesis, New York University, 1949, p. 492



with the processes by which another arrived at these values. Plato once defined a slave as a person who executes the purposes of another.

It should be understood that values exist first of all in the minds of men. Since men differ in intellectual capacity, education, experiences, and numerous other respects, the values they hold dear will differ also. They will differ in their ability to discover the aims or purposes of recreation. Tolstoy illustrates this fact in a beautifully written passage:

A bee settling on a flower has stung a child. And the child dreads bees and says the object of the bee is to sting people. A poet admires the bee sipping honey from the cup of the flower and says the object of the bee is to sip the nectar of the flower. A beekeeper, noticing that the bee gathers pollen and brings it to the hive, says that the object of the bee is to gather honey. Another beekeeper, who has studied the life of the swarm more closely, says the bee gathers honey to feed the young ones and to rear a queen, that the object of the bee is the perpetuation of its race. The botanist observes that the bee flying with the pollen fertilises the pistil and in this he sees the object of the bee. Another, watching the hybridisation of plants, sees that the bee contributes to that end also, and he may say that the bee's object is that. But the final aim of the bee is not exhausted by one or another or a third aim, which the human intellect is capable of discovering. The higher the human intellect rises in the discovery of such aims, the more obvious it becomes that the final aim is beyond its reach.<sup>2</sup>

This also is true with respect to the purposes of recreation. In 1885 when Boston opened its sand pile playgrounds, the values sought were all negative in nature: prevention of accidents, prevention of delinquency, and prevention of annoyances to adults. Today the playground leader through the same activity may seek many other values in addition. The values sought by playground leaders seventy-five years from now may be quite different from the ones presented in this chapter, since values change with the needs of the time and place and with the abilities of the people to discover ever higher aims. With each shift in the purposes of recreation there will naturally follow changes in program content, methods, equipment, and facilities.

Many of the values we consider important in this country have their origin in the nature and meaning of democracy which in turn derives

<sup>2</sup> Leo Tolstoy, *War and Peace*. The Modern Library. Random House, Inc. pp. 1070-1071.

many of its concepts from Christian ethics. The sacredness of human personality is a fundamental tenet of both Christianity and democracy. Since the supreme importance of the individual, the dignity and value of human life, is of paramount significance in our way of life, it follows naturally that departments of recreation, schools, other governmental units and all other agencies of society should begin their search for values by asking this question: What are the basic needs of human beings? The determination of the nature of these needs and the means by which recreation can help satisfy them is one of the major problems of our field.

Human beings rarely live entirely apart from other human beings. They are an integral part of a community of other individuals, each of whom must be able to take his place in society as a socialized human being with the attitudes, qualities, and skills essential if he is to be an effective and happy citizen in a democracy. Society has a right, in fact a responsibility, therefore, to demand that all its public agencies of a social nature shall make the greatest possible contribution to the development of the qualities of the good citizen in a democracy.

In the nature and needs of human beings and in the nature and needs of American democracy are to be found the values for which recreation should strive. We have been too long divorced from great social issues. As Collier puts it, we have been too often conducting "pigmy programs seeking pigmy results amid giant opportunities." If we would attain professional status we must not only define our aims but invest them with a social purpose and then pursue them intelligently with a sense of mission and of dedication.

### **INDIVIDUAL FULFILLMENT**

All living things have needs Peattie emphasizes this fact as the chief characteristic of living things:

As I see it, the great and distinguishing feature of living things, however, is that they have needs—continual, and, incidentally, complex needs. I cannot conceive how even so organized a dead system as a crystal can be said to need anything. But a living creature, even when it sinks into that half-

\* John Collier, *Fullness of Life Through Leisure*, May, 1938, p. 249. Reprint from *Mind-Body Relationship*, Volume I of *Interpretation of Physical Education Series*, ed. Jay B. Nash. Copyright 1931 by A. S. Barnes and Company, Inc.

death of hibernation even the seed in the bottom of the dried Mongolian marsh, awaiting rain through two thousand years still has needs while there is life in it. The bacteria have needs and it cannot be said too often that merely because a living creature is microscopic there is no justification for thinking that it brings us any nearer to the inanimate. The gulf between a bacterium and a carbon atom even with all the latter's complexity is greater than that between bacteria and men.<sup>4</sup>

The higher one goes in the scale of life the greater and more diverse become the needs of the living organism. Man the highest form of life on this earth has needs so numerous and varied and so vital to his general welfare and happiness that much of his existence consists of a continuous series of attempts to satisfy these deep-seated fundamental needs or drives. The extent to which he succeeds is in a very large sense a measure of his personal fulfillment the extent to which he fails is a measure of human frustration, maladjustment, unhappiness and in many instances illness or death.

One of the basic goals of democracy is the achievement of a maximum of human happiness by providing all the people with adequate opportunities to seek out the satisfaction of their desires as long as they are not of an antisocial nature. Whenever democracy fails to do this its very existence is threatened for as Lindeman points out, "One of the tenets of democratic doctrine is that stability can be achieved only when the basic needs of all the people constituting that society are expanding and are finding increased satisfaction."<sup>5</sup> Therefore of all the tests which may be applied to determine the effectiveness of a program of recreation this is the most significant. To what extent is it contributing to the enrichment of the lives of all the people by enabling them to satisfy basic human needs? There has been too great a tendency in America to measure progress in terms of technological development. We have more automobiles more telephones more radios more television sets more power machinery more labor saving devices and more money than has any other nation of the world. And yet there are many indications that human happiness has not kept pace with this material progress. The number of suicides crimes

<sup>4</sup> Donald Culross Peattie *An Almanac for Moderns* G. P. Putnam's Sons 1935 p 291

<sup>5</sup> Beulah Anderson ed. *Democracy's Challenge to Education*, Farrar and Rinehart Inc. 1940 p 20. Section by Edward C. Lindeman entitled, "The Goal of American Education."

divorces, nervous breakdowns, alcoholics, drug addicts, stomach ulcers, and deaths in this country caused by tension, strain, and worry give added emphasis to these words of Oliver Goldsmith:

Ill fares the land, to hastening ills a prey,  
Where wealth accumulates, and men decay.

In the leisure of our people lies a great opportunity for man to *recreate* himself, to escape, at least temporarily, from the suffocating weight of *things* and responsibilities, and become once again what Nature intended him to be—a human being, happy and contented, reaching his full stature in a world designed to satisfy rather than thwart his fundamental needs. It is in this concept that recreation finds its sense of direction, its major orientation.

### *Need for Activity*

One of the major needs of human beings is the need for movement or activity. An understanding of the imperative nature and significance of this need is dependent to some extent upon a knowledge of man's biological heritage.

Thousands, and perhaps millions, of years ago primitive man lived an exceedingly active and vigorous life. He ran to capture game or to escape savage beasts or human enemies. He was a versatile creature because he could swing, jump, throw, wrestle, lift, and carry as well as run, climb, and swim. His life often depended upon how well he performed these natural movements. They were his survival activities. Therefore, he did them exceptionally well. Activity was not an end in itself but a means to an end. Every activity in which he engaged was directed toward survival and adaptation to the society in which he lived. He learned to swim and swam to cross rivers and streams. He learned to throw accurately to kill the fast-running, quick-darting small animals of his day. He learned to wrestle in order that he might have the woman of his choice. He learned many skills, none of which he engaged in for the sake of physical activity in itself but for self-preservation.

Over many thousands of years man lived a vigorous life. The more active he became, the greater was the development of his organic nature. As his muscular system developed he was enabled to participate

gers and occasionally one foot; or dictate letters, messages, and memoranda; or take papers from one place and deposit them in another; or tabulate figures on sheets. . . . Wherever machines . . . enter into our work life, the obvious consequence is that the whole organism is employed to a lesser degree. I can see no way by which organic balance can be restored to future generations except through appropriate exercises engaged upon during leisure time.<sup>8</sup>

One hundred years ago the muscles of men supplied 15 percent of the energy for our work and machines only 6 percent. By 1960, it is estimated that machines will furnish 96 percent and men but 3 percent. The machine has invaded the field of leisure, also. Man sits in the motion picture theater, in front of his radio and television screen, in his automobile and motor boat, and at all types of sports contests, both amateur and professional. Recent Gallup polls reveal that less than one-third of the American adult public participates in any sport and less than one-half engages in any exercise whatsoever except that which it encounters in its work and daily routine of living.

Although the world in which man lives has changed drastically within the past fifty thousand years, his biological needs remain virtually the same. He lives in a world wherein the old, compelling stimulus to activity, survival, no longer forces him to be active or die. He can choose now to be inactive and this choice he all too frequently has made. As a result of this choice of the sedentary life man deteriorates biologically. His muscles become flabby, the abdominal wall weakens and permits a sagging of the viscera which in turn disturbs both the location and functioning of the vital organs within. The less active man is, the weaker and softer he becomes, and this weakness or muscular inefficiency leads to even less activity. He is trapped in a vicious circle characterized by deterioration of both structure and function, organic inefficiency, impairment of body processes, muscular malaise, and a lower quality of living.

Man must choose between two kinds of life. One will be a lazy, sedentary, inactive type of existence. The other, the life of action, is best described by Collier:

Fullness of life is integration of life lived at intensity—body life, emotion life, thought life and imaginative life; and of all these with community or

<sup>8</sup> Eduard C. Lindeman, *Leisure—A National Issue*, Association Press, 1939, p. 18.

race life and under the control of the principle that life is a striving exploring and creative activity and not a synchronization of automatic movements or a titillation of sensations inertly or casually apperceived. Fullness of life is a wrestling match. It is a battle. It is a hunt conducted while famine waits but will not wait long. It is a searching of the unknown and peril. It is construction. It is the repose that comes in the pauses of absolute effort. It is union with others in effort and labor. It is the dance over fire and water.<sup>9</sup>

Collier is concerned with the active life in all its varied aspects and not simply in the physiological sense. This is as it should be for man is a totality and functions not as a muscular system and as a nervous system but as a unitary being. The active life therefore means that the total organism is active. Recreation in its broadest sense offers to man the opportunity to live this kind of life through sports and games, dances, arts and crafts, music and drama, camping and all the varied challenges of the out-of-doors and finally when the imagination, the social vision and the courage of the recreation leaders of this nation become sufficiently stimulated through militant and self-sacrificing participation in public work and public struggle over issues of great social import.

### *Need for Recognition, Status, and Self-Direction*

One of the most powerful drives in human beings is the drive to feel important, to be esteemed, to achieve, to be a self-governing entity. Angyal calls this "one of the essential features of living organisms whereby they differ from any other object in nature"<sup>10</sup> and refers to it as their *autonomy* which, he says, aims at the domination of their surroundings including other human beings. Much of life, he points out, consists of a continuous effort on the part of the organism to bring about an increase in its autonomy, i.e. to enhance its prestige and extend its control.

Within limits it is essential that this need be satisfied for to deny or starve it frequently leads to devaluated self-esteem and may result in serious personality difficulties and extreme unhappiness. Its denial may be a predisposing factor in delinquency as indicated by the

<sup>9</sup> Collier *op cit* pp 248-249

<sup>10</sup> Andras Angyal, *Foundations for a Science of Personality* The Commonwealth Fund 1941 pp 32-33

Gluecks,<sup>11</sup> whose study of 500 delinquent and 500 non-delinquent boys revealed that 21.1 percent of the delinquents experienced marked feelings of not being recognized as compared with 13.1 percent of the non-delinquents.

Both the growth of cities and of technology have diminished the opportunities of the average individual to achieve recognition through his ability to excel along lines highly regarded by his associates. The boy who seeks status by winning a position on a high school basketball team may succeed in a school of 500 pupils but fail in one of 10,000. When America was largely a rural nation the many small arenas of action made it possible for almost everyone to be superior in something, to win some laurel, to gain some measure of recognition, and to experience the exhilaration which helped make life rich and profoundly satisfying. Today in our large cities the number of those who can enjoy this satisfying sense of achievement has been reduced to a minimum. The average man, though intensely desirous of the public acclaim attendant upon demonstrated superiority, lives a commonplace life as an anonymous member of society, and, in the words of Sir Walter Scott, "doubly dying shall go down to the vile dust from whence he sprung, unwept, unhonour'd and unsung."

Technological developments resulting in huge and complicated factories, intricate machinery, seemingly endless assembly lines, and standardization of both product and process all emphasize the unimportance of the individual. Remote indeed are opportunities for healthy personalities to develop by gaining recognition through superior performance at some monotonous, repetitive task on the assembly line.

It is in the leisure of man that he must find many of his opportunities to gain recognition and status. A man may be unnoticed in the factory but the idol of thousands on the ball field; a child may not be much of a success in his studies but he may be the star of the community center dramatic production. Constant mediocrity or continued failure may be extremely harmful to the personalities of sensitive children, especially when they are under pressure from adults to succeed in those activities in which they possess but little or no ability. The recreation leader can make an important contribution in these cases

<sup>11</sup> Sheldon Glueck and Eleanor Glueck, *Unraveling Juvenile Delinquency*, The Commonwealth Fund, 1950, p. 224.

to the enrichment of personality, by discovering the areas in which the individual has potentialities for excelling and then assisting him to develop the skills essential to superior performance. The case of Mary described on pages 28-29 illustrates how superiority in as simple an activity as a playground checker tournament can bring about an exaltation in the life of a child hitherto unnoticed.

The opportunities existent in a broad program of recreation for man to rise above the level of mediocrity and find some one thing in which he can win the praise of his fellows are almost infinite. He may paint an excellent picture, build a fine cabinet, compile an outstanding stamp collection, deliver a good speech, play on a state championship volleyball team, write a book, throw 60 percent ringers in horseshoes, play in an orchestra, win a chess tournament—the list is endless.

The recreation leader is concerned not only with the number of opportunities available for gaining recognition but also with the quality of these opportunities. For the various forms of leisure occupations do not possess equal social value nor result in equal satisfaction. Pack, discussing the large number of adult leisure interests, states: "They run the gamut of human possibilities from the most trivial kind of satisfaction and notoriety to the highest means for winning respect, honor, and the kind of public acclaim that affords to its recipients a profound and satisfying sense of power. Of the former especially there is no end. Each week the news reels portray the delighted if somewhat vacant smiles of the latest champion of every type of achievement that imagination and modern publicity can conceive—pie-eating, hitchhiking, marathon dancing, hog calling, flag pole sitting—the list is endless and rather depressing."<sup>12</sup>

The determination of what is good and what is bad, what is valuable and what is trivial, must be made in terms of what the activity contributes to the welfare of the individuals who participate in it and to the society of which they are a part. There is no other valid test.

### *The Need for Group Acceptance*

Deep within the soul of every normal human being is the desire for respect and social approval, the need for acceptance by the group as

<sup>12</sup> Arthur N. Pack, *The Challenge of Leisure*. The Macmillan Company, 1936.  
p. 51



an important member of the group, the need to be needed. Those who have suffered the humiliating and tragic experience of group disapproval, scorn, and rejection know the bitterness that accompanies it. It is significant that we punish recalcitrant prisoners with solitary confinement or isolation from the group. Landis points out: "Durkheim, the great French psychologist, considered suicide in Western society primarily a result of a sense of isolation from the group, a sense of no longer belonging. As a preventative he advocated the maintenance of intimate group ties, holding that he who travels through life with intimate company travels most safely. It is a significant fact that the suicide rate in the United States is lowest in wartime, when group solidarity is greatest, when every individual feels that he is wanted and has a part to play."<sup>13</sup>

This craving to be a part of something greater than oneself Angyal calls the "trend toward homonomy."<sup>14</sup> It is a characteristic of all human beings and is a kind of submerging or subordination of one's individuality in favor of such goals as sharing, participation, and union.

The growth of cities, bringing together large numbers of people, would seem to eliminate all possibilities of loneliness and isolation under urban conditions. This has not proved to be true. There is no loneliness like that of isolation from the human fellowship of others in a large city. People may live for years in an apartment building and never meet their neighbors whose doors open within six feet of their own. Neighborhood solidarity and friendliness frequently do not exist.

The need to belong is closely related to, or a definite part of, the desire to establish a satisfactory relationship with other people of a similar age. This desire is especially powerful in youth and when thwarted results in personality maladjustments which, in turn, frequently lead to some degree of mental ill health. Social ostracism or rejection may be due to causes over which the rejected person has control, and the understanding leader of recreation usually can bring about a redirection of the undesirable behavior. An analysis of the following incident will illustrate the possibilities.

Jane, a ten-year-old girl from an underprivileged family which recently had moved from a farm into the city, visited a playground

<sup>13</sup> By permission from *Adolescence and Youth*, by Paul H. Landis Copyright, 1947, McGraw-Hill Book Company, Inc., p. 96

<sup>14</sup> Angyal, *op cit.*, p. 172.

for the first time in her life. There she saw a group of children playing the game of croquet golf. She had never seen this game before and did not know the rules, but she was fascinated by it. She wanted to play, but all of the mallets and balls were in use. She walked up to one of the smaller children, demanded her mallet, and upon the child's refusal slapped her, grabbed the mallet out of her hands, and began to knock the ball from hole to hole. The other children silently withdrew from the game. Jane continued to knock the ball about for a while, but playing alone soon palled upon her. She approached the other children and demanded that they play with her. They refused. Jane burst into tears, threw down her mallet, and ran home.

The next afternoon Jane returned to the playground. The recreation leader in the meantime had heard from the other children what had happened the previous afternoon and was ready for Jane. She had already discussed with the other children what would be done when Jane reappeared on the scene. After a heart-to-heart talk with the leader, Jane again approached the croquet golf players; only this time she asked them if she might play with them. They replied that if she would wait until the game was over, one of them would drop out and give her a mallet and ball. Jane agreed to do so and was accepted as a socialized human being into the comradeship of the group.

Another instance: John, a young man just out of college, moves to a city where he is almost a complete stranger. He is acutely aware of what it means to be lonely in a crowd. No one seems to care whether he lives or dies. One day he reads in the newspaper that the theatre guild is meeting that evening in the downtown community center and that tryouts will be held for parts in a play to be presented soon. He decides to be present, for he has long been active in dramatics both in high school and in college. He does attend, tries out for a part, is successful, and is immediately accepted by the group. New friends, new interests, and new activities change the entire quality of his life.

It is in ways such as these that recreation helps meet the need for group acceptance. The athletic team, the club, the theatre guild, the music organization, and other special interest groups all offer opportunities for people to experience the satisfaction of belonging. It is the group consciousness of these units which endows recreation with much of its significance and vitality.

### *Need for New and Interesting Experience*

Students of human nature are in agreement that one of the basic characteristics of man is the urge to adventure, to seek activities that satisfy the craving for interesting and occasionally exciting experiences. This urge manifests itself in various ways. It is reflected in the passionate devotion with which both men and women pursue hunting and fishing as a form of recreation. It is at least a partial explanation of why men try to climb Mount Everest, hunt dinosaur eggs in the Gobi desert, sail rafts across the southern seas, enter forbidden cities, explore mysterious and dangerous jungles, and challenge death in the Antarctic.

Much of man's work is dull, uninteresting, monotonous, and boring. Especially is this true of mechanized industry. On a number of different occasions students in recreation classes taught by the author have interviewed workers in industry and asked them these questions:

1. If you had a million dollars would you work? Most of the workers said they would as they were certain to get tired doing nothing.
2. Would you work at what you are now doing? More than 80 percent answered emphatically, and in many cases profanely, that they would not.
3. If not, why not? Some of the answers are given below:

"What I'm doing now is monotonous and hard, with no pleasure in it."

"My work isn't as appealing or as interesting as something else could be."

"All I do all day is pound nails."

"There's no fun in it."

"It bores me to death."

This highly mechanized industrial age, while productive of much that is good in American life, has, to a large degree, resulted in work that is monotonous, boring, repetitive, and noncreative. There is no exercise for the body, "no challenge for the mind," no appeal for the emotions. And yet man is a combination of all of these. Millions of workers are, therefore, condemned to lead fractionalized lives while on the job, although the wholeness of man cries out for the opportunity to react in situations demanding the exercise of all his talents.<sup>15</sup>

<sup>15</sup> G. Ott Romney, *Off the Job Living*, A. S. Barnes and Company, 1945. See pages 1-7 for an excellent presentation of how recreation satisfies human hungers.

In an attempt to compensate for the lack of new experiences and adventure and excitement in his everyday life man often seeks activities which provide either vicarious or cheap thrills or which are morally destructive or legally forbidden. Motion pictures, radio drama, adventure stories, many of the comic strips, bizarre diversions of the carnival type, gambling, drinking, illegal use of narcotics, extramarital exploits, and law violations may all compensate to some extent for the deprivations of modern life.

The desire for adventure is a marked characteristic of the delinquent who expresses contempt for the supervised recreations of the normal child and prefers activities involving risk, daring, high drama, and excitement. Hopping trucks and freight trains, stealing, throwing rocks through windows, or driving stolen cars, although costly to the community and socially unacceptable, may satisfy to a greater degree this immediate need for challenging experiences than is satisfied by more conventional forms of recreation. The Gluecks report, "This definite preference of the delinquent for adventurous, exciting forms of recreation is one of the more striking findings of this study."<sup>16</sup> The challenge of the delinquent to recreation leaders therefore is partially that of selecting activities and experiences possessing greater appeal to their adventure-loving natures.

The intensity of the spirit of adventure varies with each individual. All of us cannot climb mountains or sail uncharted seas, nor is it essential to our own well-being that we do so. Most of us can find in our leisure the kinds of recreation that will satisfy our need for adventure or new and interesting experiences. There are thrills aplenty for some people in hunting, fishing, sking, canoeing, tobogganing, and swimming. Ask the golfer how he feels when he sinks a 40 foot putt, or the amateur artist when he paints a picture, or the young girl as she dresses for a dance, or the eighty-year-old in the finals of the city shuffleboard tournament, or any of the teen-agers as they sit around the campfire and the leader explains to them some of the mysteries of the heavens. To those who are interested in football, if only as spectators, the very air seems charged with excitement on the day of a home game. Man can recapture in his leisure the zest for living which much of his work at present cannot offer him.

<sup>16</sup> Glueck and Glueck *op cit* p. 161

### *Need for Expression*

At first thought it may appear that this need is merely a duplication of all the others previously discussed. Man expresses himself when he satisfies his needs for activity, recognition, new experiences and group acceptance. We are concerned here, however, primarily with finding adequate expressions for certain biological drives or to redirect them into socially acceptable channels. As Slavson presents the problem:

We consider a person well brought up when he has repressed his impulses. The fact is, they cannot be entirely repressed. Our knowledge of mental health, though still in its infancy, has demonstrated that attempts at full repression without providing some satisfactory outlets result in more or less serious mental and physical ill-health. To repress a person's behavior requires little skill; more skillful is the one who helps release the individual's impulses in terms of their highest social values. These values are love, consideration, and respect for others. The compensations are acceptance by the group, belonging to the culture of one's surrounding world, recognition, praise, and other satisfactions that help the individual develop relations with the world. . . . In the formation of character, too strict suppression begets disease, while sublimation is the road to health.<sup>17</sup>

Some psychiatrists have pointed out that man has become too civilized a creature for his own good. Instead of pounding the table when he is angry or releasing his feelings by slamming the door, kicking the furniture, or exploding in a few well-chosen expletives when people annoy him, he restrains his belligerent impulses. He bottles up his aggressions, thus building up inner tensions that render him unhappy, impair his health, and reduce his life expectancy.

It is important for recreation leaders to know how these tensions are built up and how the organism is affected if they are to be intelligent in their use and interpretation of recreation as a preventive or as a therapeutic measure. The fears, worries, and rages of primitive man revolved almost entirely about the problem of survival—the capture of game and the killing of or escape from his enemies. These emotions and the state of tension generated by them were dispelled by either fight or flight. To enable him to meet more effectively these emergencies, calling for fight or flight, man was endowed with a complicated

<sup>17</sup> S. R. Slavson, *Recreation and the Total Personality*, Association Press, 1946. p. 34.

mechanism comparable in purpose to that of the passing gear on a modern automobile Alexander describes the workings of this mechanism

the sympathetic nervous system is involved in the preparation of the organism for fight or flight by modifying the vegetative processes in a way most useful in emergency situations In preparation for fight and flight, as well as during such activities it inhibits all anabolic processes thus it becomes an inhibitor of gastrointestinal activity It stimulates heart and lung action however and changes the distribution of the blood driving it from the splanchnic area to the muscles and lungs and the cerebrum where an augmented supply of energy is needed for their increased action At the same time the blood pressure rises carbohydrates are mobilized from their depots and the adrenal medulla is stimulated<sup>18</sup>

He further points out that many emotional disturbances result from the inhibition or repression of self assertive or aggressive impulses

Because the impulses are repressed or inhibited the corresponding behavior (fight or flight) is never consummated And yet the organism is physiologically in a constant state of preparedness In other words although the vegetative processes have been mobilized for concentrated aggressive activity they are not brought to full fledged action The result is that the chronic state of preparedness persists in the organism together with those physiological reactions which are normally needed in an emergency situation such as increased heart rate heightened blood pressure or dilatation of the blood vessels in the skeletal muscles an increased mobilization of carbohydrates and increased metabolism

In a normal individual these physiological changes are only temporary lasting only so long as the need for increased effort persists After fight or flight or whenever the task requiring effort is accomplished the organism reposes and the physiological processes return to normal This is not the case however when following the activation of the vegetative processes involved in the preparation for action no action takes place If this occurs repeatedly some of the above-described adaptive physiological responses remain chronic Various forms of cardiac symptoms exemplify these phenomena These symptoms are reactions to neurotic anxiety and repressed or inhibited rage In essential hypertension the increased blood pressure is chronically sustained under the influence of pent up and never fully relieved emotions just as would happen temporarily under the influence of freely

<sup>18</sup> Franz Alexander *Psychosomatic Medicine* W W Norton and Company Inc., 1950 p 59

expressed rage in normal persons. Chronically increased muscle tension brought about by sustained aggressive impulses appears to be a pathogenic factor in rheumatoid arthritis. The influence of this type of emotion upon endocrine functions can be observed in thyrotoxicosis. Vascular responses to emotional tensions play an important part in certain forms of headache. In all these examples, certain phases of the vegetative preparation for concentrated action are chronically sustained because the underlying motivating forces are neurotically inhibited and are not released in appropriate action<sup>19</sup>

The chief difficulty appears to lie in the fact that biologically man has changed very little in the past fifty thousand years but has changed greatly in other respects. Then he could fight or flee from the causes of his tensions, now he can do neither. Then the vigorous action resulting from the fight or flight brought relaxation, the restoration of organic balance and psychic equilibrium; now, since he can neither fight nor flee, the state of tension continues, he cannot relax, and many kinds of disorders result, from ulcers to suicide, and from nervous breakdown to heart disease.

The extent to which the people of America are now suffering from *dis-eases* of a psychogenic nature wholly or in part is a tragic indictment of a society which imposes upon them such pressures and strains as to cause them to break under their accumulated weight.

In 1950 there were 711,921 beds in nervous and mental registered hospitals in the United States. The average resident daily population of these hospitals was 687,567, a total greater by 132,357 than all the other types of patients in all the other registered hospitals of this country.<sup>20</sup> Approximately 855,000 men, or one out of every 21 examined under the Selective Service Act during World War II, were rejected because of mental disease.<sup>21</sup> Of 980,000 disability discharges from the Army during the period December, 1941, through December, 1945, 43 percent were for neuropsychiatric reasons. The number of suicides in 1949 was 16,993. Ulcers have put in an appearance among the leading causes of death killing 7,809 during the same year. It is probable that many of the 518,568 deaths from heart disease in 1949 were caused, at least partially, by emotional disturbances.

<sup>19</sup> *Ibid*, pp 60-61.

<sup>20</sup> F. H. Arestad and Mary A. McGovern, "Hospital Service in the United States," *Journal of the American Medical Association*, May 12, 1951, p 109

<sup>21</sup> Marcus S. Goldstein, *Physical Status of Men Examined Through Selective Service in World War II*, Federal Security Agency, 1951, p 11

The challenge to all agencies of society to initiate and carry out corrective measures of every possible kind is an imperative one. Recreation has a very important part to play in this attack upon the problems of mental illness and emotional maladjustment. Perhaps its greatest contribution is to provide substitutes for the "fight or flight" activities of primitive man to the end that satisfactory social outlets may be available for the aggressive drives of modern man. In other words recreation through many of its games especially those of a combative and competitive nature can drain off aggression and serve as an escape valve through what Everett Dean Martin calls "a sublimated fight."

Menninger<sup>22</sup> suggests two other values (1) the psychological value of expressing the creative drive in constructing something—"a rug a chair a piece of music, a poem a cake" and (2) the value of relaxation through entertainment.

Gardner further emphasizes the mental health values of recreation as "the best compromise that can be attained between the driving power of the unconscious instinctual forces of man (aggressive and sexual) and the demands by society that such instinctual expressions be repressed."<sup>23</sup>

Recreation is not by any means an antidote for all the ills of a mechanized civilization. Nevertheless many of the satisfactions which give meaning and richness and significance to life unfortunately for most of us are not to be found in our work. The joy of creative effort the challenge of adventure the happiness that comes from identification with a group the thrill of achievement, the sheer fun of being alive and active as a whole person all of this recreation offers to us—if we want it.

## GROWTH IN HUMAN RELATIONSHIPS

Democracy as a way of life has for its goal the greatest possible development of the individual. In the attainment of this goal recreation has an important part to play as indicated in the preceding section of this chapter. But it is not enough that individuals develop their powers.

<sup>22</sup> William C. Menninger "Recreation and Mental Health" *Recreation* No. 5, Summer 1948, p. 340.

<sup>23</sup> George E. Gardner "Recreation's Part in Mental Health" *Recreation* January 1952, p. 446.



and capacities simply as individuals. The strong man may use his strength to injure those who are weaker than he. The attainment of status and of self-direction may be the prelude to domination of others; group acceptance may lead to gangsterism, the need for adventure to crime, and expression of the aggressive drive to brutality and sadism. The fundamental needs of human beings must be satisfied and their capacities developed with reference to a standard of conduct, a code of behavior, which is based upon moral and ethical principles.

Our society believes in the greatest possible freedom for the individual. We live in a highly interdependent country which is too large and complex to permit rigid and detailed planning, especially if such plans require legal enforcement. We desire no police state. If we are to function effectively in our relationships with others in a society characterized by informality and the absence of a rigidly prescribed and strictly enforced legal mode of procedure, then we must substitute self-discipline for the police, standards of fair play and human decency for law; and ethical and moral sanctions for arbitrary power. There are but three roads we can travel: (1) that which leads to the police state and totalitarianism; (2) that which leads to self-government by a self-disciplined citizenry adopting ethical guide lines; or (3) that which leads to chaos and national self-destruction through the ethical and moral decadence of the people. The third road eventually joins the first.

The democratic way of life is our most precious possession. There has never been a time in our history when we could consider the fight for it won, and there never will be. It is not a gift to be accepted casually from our parents and then forgotten. Each generation must achieve the conquest for itself. For if democracy is not threatened by communism it will be threatened by some other ideology. If democracy should overwhelm all its enemies from the outside there are still far more dangerous enemies from within. The greatest threat to democracy today is not communism, great and real as that is, but the danger that the individual may so fail to develop a sense of responsibility for the consequences of his own conduct or may lack self-discipline, the capacity to cooperate, and strong moral and ethical qualities to such a degree that he will fail to measure up to his duties and obligations as a citizen in a democracy. It is imperative, therefore, that every agency of society make its contribution to the preservation and

strengthening of this way of life. It is the purpose of this section to suggest ways by which recreation can help develop and strengthen some of the qualities of the good citizen in a democracy.

### *Democratic Behavior*

The democratic citizen is characterized by certain beliefs, ideals, attitudes, habits, and behavior. He is a socialized human being who has a high regard for the rights and welfare of his fellowman. He has learned to cooperate with others in matters of common concern and when desirable to sacrifice his personal interests in order to advance the welfare of the group. He is guided in his relationships with others by a code of behavior based upon Christian ethics.

This kind of behavior is not inherited. Children are not born with it. Children are born little savages, wholly unadjusted socially. They are selfish, noncooperative, discourteous individualists, and some of them stay this way all their lives. One of the important functions of recreation leadership is to so organize and conduct programs of recreation as to help produce the kind of behavior essential to citizens in a virile democracy. This cannot be done with just any kind of a recreation program conducted without regard to method. A leader does not achieve democratic ends by autocratic methods. The achievement of democratic outcomes calls for a particular kind of recreation conducted by a particular kind of leader in a particular kind of way.

Among the distinguishing characteristics of the democratic citizen to which recreation can make an important contribution are

1. *The democratic citizen respects the individual personality of every human being.* This quality involves a respect for differences in people, respect for an individual because he is a human being and not because his father has money or his family is listed in the social register, or because of the color of his skin or the nature of his religion. It is based upon the Christian concept of sympathy, decency, justice, and the brotherhood of man.

This doctrine implies to recreation leadership a broad and diversified program of activities and interests open to every person in the community and suited to the individual needs, capacities, and aspirations of each participant. It rejects any program which ignores a segment of the population or which fails to have for its controlling pur-

pose the welfare of the individual. It favors those plans of organization which give all concerned an opportunity to share in the making of decisions which affect them. It accepts the principle of individual differences and looks with suspicion upon any program of recreation which places major emphasis upon the mass instead of upon the individual.

It judges the worth of recreation in terms of its effects upon individual human beings.

2. *The democratic citizen coöperates for the common good.* There is probably no quality more greatly needed in American life today than the quality of coöperation, the willingness to sacrifice one's personal interests for the greater welfare of the group. The highly interdependent nature of society today as indicated in the following quotation emphasizes the increasing importance of this quality:

Strand by strand, for many years past, in recent years with feverish haste, science has been knitting this world together. At home and abroad we have just been witnessing some dramatic results. A great city, a nation, the whole world is like a web that shakes in every thread when a fly lights or a spider takes a walk. Fewer than 4,000 men, owning or operating tugboats, left their jobs and nearly paralyzed Greater New York. A transit strike crippled Philadelphia, a power strike Pittsburgh. A few hundred thousand men, workers, and managers, have held up the production of steel, motor cars, and other essential products. Small minorities, operating communication systems, food plants, fuel systems, even elevators, can, simply by staying home or joining picket lines, injure millions upon millions of their countrymen. The more useful they are when they work the more harm they can do by not working—and this goes for employers and for inanimate machines just as much as it does for organized labor.<sup>24</sup>

All plans for industrial stability and all proposals for world peace are certain to fail as long as they are concerned primarily with the structure of coöperative effort rather than with its substance. No system will work until there has been a great growth of the coöperative spirit among mankind. This means that every single individual must learn the art of coöperation and prefer it to conflict as a way of life. It is at this point that recreation can make an important contribution to the development of the democratic citizen by guiding boys and girls

<sup>24</sup> "When The Spider Walks," editorial in *The New York Times*, February 17, 1946.

to practice cooperation in their relationships with one another on the playgrounds in the community centers and wherever their leisure activities may lead them

One illustration will reveal possibilities of how the concept of cooperation may be attained through recreation. A new slide was installed on a playground. The playground director was desirous of finding out the behavior problems he would have to face relating to its use. On the evening of its installation, after the grounds were closed, he drove around the block and parked some distance away where he could see the slide. About fifteen children were lined up waiting their turns. Twelve of the fifteen were ten years of age or under. The other three were boys about fourteen years old. These three were at the head of the line. The first one climbed the slide, slid down, and waited until the other two had descended. The three then moved around to the steps of the slide, roughly pushed aside the smaller children, and proceeded to climb the steps for another turn. After each of the three had enjoyed a second turn they again moved into the head of the line while the other children looked longingly at the slide and fearfully at the three bullies. The director watched several reenactments of this drama then drove away.

The next day he called all the children together and they discussed how the slide should be used. All agreed that the fair thing to do was to take turns. In this way all could share in this enjoyable new experience. It was pointed out that this act of sharing was a kind of behavior that was necessary in all of their recreation experiences if everyone was to have fun. One took his turn at bat, he didn't bat all the time. Sometimes he even gave up his chance to get a hit by "sacrificing," if by so doing he could be of greater help to his team. In volleyball a player couldn't "hog" the ball, the rules didn't permit. In crafts one had to share with others certain tools, and the children took turns cleaning up after the club period was over. The children finally reached the conclusion that sharing, taking turns, cooperating, being unselfish, was the best for all concerned because, when someone gets more than his share of the good things in recreation, someone else gets less than his. And, besides, when you are on a team you can't win unless all members of the team work together.

3. *The democratic citizen obeys both the letter and the spirit of the law.* Obedience to law is an essential element in a well-ordered society.

If the citizens of a nation disobey its laws and express their disrespect for legally constituted authority, that nation will find it difficult to survive under its current form of government. The tragic failure to unite liberty with order has been a major cause of the downfall of nations in the past.

The recreation leader has an excellent opportunity to lead youth to acquire a respect for law through learning respect for the rules governing participation in competitive sports in the recreation program. The rules of games are similar in nature to the laws of organized society. They are measures regulating the conduct of individuals in certain situations. One community center director was dissatisfied with the attitude of his teen-age boys toward the rules and officials of basketball. He called the boys together and suggested that, since apparently they didn't care to obey the rules or officials, both be eliminated. The boys were enthusiastic over this suggestion and the "game" began. After five minutes of chaos the boys had had enough. They sat down with the director, discussed matters with him, and decided that when rules and officials are dispensed with the bullies take over. It wasn't fun any longer—except for the bullies. The director led them to see that this was true not only in sports but in all their relationships with others, both within the center and outside it.

4. *The democratic citizen has a high regard for excellence.* When a nation is content with mediocrity it will seldom rise above this level in any aspect of its culture. We cannot afford mediocrity in America. There seems to be all too often a willingness, almost a desire, to accept the average man as our representative in government. In our professional associations, as well as in government, the superior individual of highest talent often is denied posts of leadership for no reason except that many people resent his superiority. An individual's intellectual superiority, rather than being an asset, frequently becomes his greatest liability. The concept of equality should never be so misconstrued as to mean that everyone is equally well qualified to serve in positions of leadership. Was it not Lord Acton who said that if democracy dies it is always equality that kills it?

This value, respect for excellence, means that recreation workers will cultivate in people a taste for the beautiful and excellent in crafts so that the crude and the ugly will disappear. They will lead the drama club from the cheap and trivial to the world's great masterpieces.

They will transform crude and vulgar dancing to a thing of beauty and refinement. The sports participant will not be satisfied with a shoddy performance but will strive to attain a high level of skill in at least one or two sports. Children with superior ability will be recognized for their achievements, selected for positions of leadership and assisted in developing still further their unique capacities.

5 *The life of the democratic citizen is regulated by a code of behavior based on moral and ethical principles.* A study of history discloses that no great civilization has ever been destroyed from without until it has first destroyed itself from within. Histories of ancient Greece and Rome in the days of their declining glory reveal that among the factors responsible for their downfall a breakdown in the moral standards ranked high. Durant<sup>23</sup> paints a most unsavory picture of the Athenians of the fifth century. The merchants cheated and lied to their customers. The politicians were so crooked that an honest man like Aristides was "considered exciting news almost a monstrosity." So powerful was the craving for money and so lacking were the Greeks in integrity that it was an easy task to find men who were willing to betray their country. The easiest and most popular road to political advancement and criminal impunity was bribery. Dogenes with his lantern was unable to find an honest man though searching in the day time. The death of Greek democracy was due in no small measure to the absence of any moral restraint on the part of its citizens.

Among the basic causes of the fall of Rome Durant places moral decay high on the list. He says "Moral decay contributed to the dissolution. The virile character that had been formed by arduous simplicities and a supporting faith relaxed in the sunshine of wealth and the freedom of unbelief men had now in the middle and upper classes the means to yield to temptation and only expediency to restrain them."<sup>24</sup>

There is no ironclad guarantee that democracy will survive in America. There is no guarantee it will not. If either alternative were fixed and certain there would be no challenge to the recreation leaders of this nation in so far as democracy is concerned. The challenge exists because the uncertainty exists.

Now what has all this to do with recreation? What are the recre-

<sup>23</sup> Will Durant, *The Life of Greece* Simon and Schuster 1939 pp. 291-293

<sup>24</sup> Will Durant, *Caesar and Christ* Simon and Schuster 1944 p. 667

ation leaders of America doing about it? This question was asked recently of a playground director and he said it wasn't his problem. The development of a higher level of moral and ethical behavior is the problem of every man, woman, and child in this nation. It is a problem of parents, of churches, of schools, of recreation departments, of service clubs, of the YMCA, Boy Scouts, Girl Scouts, of every institution and agency of society. It is a problem with which all recreation leaders should be concerned. The development of a higher standard of moral and ethical conduct in youth is our problem—not ours alone but ours in conjunction with others. We must not shirk this high responsibility.

What can we do about it? What are the potentialities existing in recreation for helping boys and girls acquire a sense of moral values? The following stories of actual happenings will serve to point out some of the possibilities.

One of these stories deals with a softball game played by two playground teams for the championship of a certain community. The rivalry between these teams was intense, and a large crowd was out to see the battle. The game turned out to be a great contest. Coming into the last half of the seventh inning with the score tied at five all, the batter hit a line drive to center field. The center fielder came in fast, saw that he couldn't reach the ball standing up, dived for it, rolled over and came up with the ball. The umpire couldn't quite see whether he caught the ball or whether he trapped it. He stopped play, called the boy in from center field and said to him, "Son, did you or did you not catch that ball?" Without a moment's hesitation the boy answered, "Sir, I trapped the ball." The crowd of spectators cheered the boy and play was resumed, with the boy who hit the ball eventually scoring the winning run.

This story has no particular significance except to indicate that within these competitive contests are situations which test the moral fiber of boys and girls and the kind of guidance which we as leaders have been able to give them. There are manifestly three different answers the boy could have given. He could have lied and said, "I caught the ball"; he could have been evasive and said, "You are the umpire, you call it"; or he could have told the truth. He faced a situation which involved a moral choice among competing courses of action—a highly emotionalized situation to which he reacted as a total

personality The recreation worker becomes a leader of the highest order when he follows each incident of this type by discussion with his boys about the possible results of one course of action as weighed against another and by leading them to formulate their own principles out of such experiences

Here is another true story Two teams are competing for the volley ball championship in a city tournament Each has won one game and they are in the third and deciding game It has been a hard fought brilliantly played match characterized by extremely hard spiking and excellent blocking The game is close The score gets to be 14 to 13 The team with 14 points serves the ball The opposing team makes a good pass from the back line a perfect set up and the spiker hits a terrific smash apparently over the blockers hands and out of bounds The referee blows his whistle awards the point game and city championship to the serving team Almost instantly one of the blockers runs over and says to the referee "The ball just ticked the end of my finger" Immediately the crowd applauds the boy and the referee awards the ball to the team with 13 points which goes on to win the game and the city championship

This is the kind of moral behavior a leader can get from recreation but he has to work for it There is nothing inherently good or bad about a game Games possess no innate qualities which automatically are transferred to the boys and girls who participate in them The leader has to dig for these values and he gets them chiefly in two ways (1) by planning for them just as carefully as he plans for the development of skills and (2) by setting an example himself of upright conduct These situations which arise constantly in the play experiences of youth and adults represent a great opportunity for the leader to give his players some understanding of Christian ethics and of what democracy means in terms of human relationships

## THE RELATIONSHIP OF RECREATION TO EDUCATION

Those who believe that the function of recreation is to contribute to the happiness of mankind and little else will contend that many of the values previously discussed in this chapter rightfully belong in the field of education and are not a legitimate responsibility of recreation While it might be argued with considerable merit that real happiness



is based upon individual fulfillment and wholesome human relationships, we are more concerned here with presenting the point of view that recreation of a superior quality is education of the finest type. As the quality of both recreation and education improves, the line of demarcation between the two becomes ever more faint and indistinct. Jacks states: "The education which is not also recreation is a maimed, incomplete, half-done thing. The recreation which is not also education has no re-creative value."<sup>27</sup>

Analyze any of the definitions or purposes of education—"the harmonious development of personality," or the production of desirable changes in human behavior. Do recreation experiences affect human behavior or personality? All experience affects human behavior in some manner either for good or ill. As McKay points out:

... it is known that attitudes and values are transmitted effectively through the personal relationships of the play group. Impersonal communication must depend upon abstract symbols, but direct personal communication is augmented by the immediate sensory impressions of four of the five senses. Moreover, the communication of the personal groups has emotional overtones which arise out of identification with the group, and the communication of meanings is facilitated by the successive responses of each person to each of the other participating persons. And it is just because this communication is so effective that the group is so important in the educational process

The play group, in addition, is able to enforce conformity. Its sanction is more openly sought, and its disapprobation more carefully avoided, than is that of other groups. The family may decide how the child shall dress, but the verdict on whether the form of dress is satisfactory depends upon play group reaction. The accepted standards in speech, clothing, manners, relationships with the other sex, and entertainment, all are decided by this same group. If these decisions do not coincide with those of the home, the church, and the school, the resulting conflict often reveals that the sanction of the play group is more important to the child than is the sanction of any other group or institution. When this is true the conventional neighborhood institutions may find that they are relatively ineffective in their efforts to regulate conduct.<sup>28</sup>

<sup>27</sup> Lawrence Pearsall Jacks, *Education Through Recreation*, Harper & Brothers, 1932, p. 2.

<sup>28</sup> Henry D. McKay, "The Neighborhood and Child Conduct," *The Annals of the American Academy of Political and Social Science*, January, 1949, pp. 33-34.

It is apparent that in a very real sense, recreation is also education but a vastly different kind of education from much of that which now goes by the name. Among the characteristics of recreation which enhance its educational possibilities are these: (1) it is freely chosen—therefore the individual is in a state of readiness for the activity with no artificial motivation necessary, (2) it is enjoyable, interesting and purposeful else the individual would not participate, and (3) since many of the recreation situations are strongly emotionalized they possess great potentialities for learning.

The attainment of educational values from a recreation activity, provided the activity is properly conducted, in no way detracts from the recreation values but, in fact, enhances them. As an illustration let us suppose that a group of teen agers is attending a dance in a community center. A successful dance is far more than a matter of simply moving the feet in rhythm with the music and in relation to one's partner. A dance is a matter of dress, of conversation, of extending an invitation, of accepting or politely refusing of proper form on the dance floor, of skill of being a gentleman or being a lady, of enjoying refreshments, of knowing and practicing the social graces. Is it a function of recreation leadership to teach youth all these things if they don't know them or is it not? And does the acquisition of these knowledges, skills, and attitudes add to the enjoyment of the dance or detract from it? Those who would have recreation leadership concern itself solely with enjoyment and happiness without regard for the so-called educational values are not only burying their talents in the ground and denying to recreation a tremendous educational significance which it rightly possesses, but in the long run they will achieve neither enjoyment nor happiness.

The finest kind of recreation and the finest kind of education are almost indistinguishable. One of education's greatest contributions to recreation is the development of skills and interests in desirable leisure pursuits. One of the greatest contributions of recreation to education is the development of the total personality through helping to meet certain basic human needs and acquiring those skills and attitudes essential to successful group living in a democracy.

Recreation is a difficult term to define because of its tremendous scope and ramifications. One hesitates to confine the field by a definition or to set boundaries and limitations. Recreation means different

things to different people. In a recent publication<sup>29</sup> eighty experienced recreation executives and college teachers of recreation submitted eighty different definitions of recreation. But this is precisely why a definition is necessary. No area of human endeavor can attain professional status if it cannot define itself. We are not concerned in the definition listed below with those leisure activities which are harmful to the individual or society. They may be recreation but not in the sense that the term is used in this text. Fagin was an educator of young thieves, but education is not so defined. Recreation need not be a leisure activity because the work of a few fortunate people is also their recreation. In the light of the concepts expressed in this chapter recreation is defined as a field of activities, freely chosen, possessing potentialities for the enrichment of life through the satisfaction of certain basic individual needs and the development of democratic human relations.

### SUMMARY

We have discussed the values which reside in the recreation experience. Their existence is no guarantee of their attainment. If these values are to be realized, leaders of recreation must first of all accept them as desirable goals and intelligently strive to achieve them. They need to understand that it is not enough to have a good end in view, but the methods they utilize to reach that end are just as important.

It will be difficult for a recreation leader to accept these values and strive for their attainment if he has not formulated for himself some sense of values, some personal philosophy, which harmonizes with the system of values expressed in this chapter. This personal philosophy will revolve largely around two basic concepts, the supreme importance of the individual and the vital significance of the Democratic Ideal. So oriented and so directed recreation rises above the trivial, the frivolous, the immaterial, and assumes an importance comparable to the other great areas of life—education, religion, and work. The final test of the success of a program of recreation will be the extent to which it enriches human life and contributes to developing and strengthening the qualities of the good citizen in a democracy.

<sup>29</sup> *Youth Leaders Digest*, May, 1951.

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## The Operation of Playgrounds

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IN THE summer of 1885, in the city of Boston, a large pile of sand deposited in the yard of the Parmenter Street Chapel attracted an average of fifteen children three days a week over a period of two months. Under the guidance of a lady living nearby the children "dug in the sand with their little wooden shovels and made countless sand pies, which were re-made the next day with undismayed alacrity."<sup>1</sup>

This simple and unpretentious provision for play has been most frequently designated as the origin of the play movement in the United States. From this one playground,<sup>2</sup> with its single major activity, its one leader, its limited participation, its supplies consisting solely of sand, shovels and pails, and its purposes restricted to safety, delinquency prevention, and the elimination of annoyances to adults, came a tremendous development within a period of 65 years. For in the summer of 1950 the 14,747 playgrounds of this nation reported by 794 cities to the National Recreation Association attracted a total attendance of 371,846,631 persons who participated in a wide variety of activities under the guidance of several thousand paid leaders and volunteers. Of these playgrounds 3790 were open the year round.<sup>3</sup>

<sup>1</sup> Clarence E. Rainwater, *The Play Movement in the United States*, The University of Chicago Press, 1922, quoting from Annual Report Massachusetts Emergency and Hygiene Association 1885.

<sup>2</sup> While sand piles had been deposited at two different locations the experiment at the West End Nursery, according to Rainwater, was unsuccessful because the children were too young.

<sup>3</sup> *Recreation and Park Yearbook—Midcentury Edition*, National Recreation Association, 1951, p. 16.

## ROLE OF THE PLAYGROUND UNIT

Among the various units of administration within a department of recreation playgrounds merit a ranking of the highest importance because (1) they generally attract the largest number of participants (2) they are accepted by the public as a tax supported service with a greater degree of unanimity than any other one phase of the recreation program and (3) they possess richer potentialities for influencing public opinion in favor of the total program of recreation in view of the number of participants the number and location of playgrounds and the fact that most of the activities are conducted out of doors in full view of thousands of people who may never visit the grounds but who walk or ride by one or more of them daily.

In a very real sense therefore, the playground unit may be looked upon as the foundation upon which other units of the recreation program are based. The playground located within easy walking distance of every home offering a wide variety of activities and providing some opportunities for all the people has become a center of recreational activities for the neighborhood.

### *Popular Misconceptions*

Before the playgrounds of a community can fulfill their true function as an important element in the complete program of a department of recreation a number of popular misconceptions which frequently have plagued and handicapped their operation should be laid to rest.

1. *Playgrounds are conducted exclusively for children of elementary school age.* Originally playgrounds were operated for children only but this limited concept has given way to the broader point of view that they should serve at least some of the recreation needs of all the people. The implications of this enlarged concept extend to all aspects of the program and its operation. Modern playgrounds differ from traditional playgrounds in purpose program facilities supplies leadership general administrative policies and procedures and perhaps most of all in the contributions they make to the life of the community in which they exist.

2. *Playground programs consist almost entirely of highly organized sports and games.* Some playground workers have permitted highly

organized sports to dominate their programs. The impression that such dominance exists, however, frequently is a false one based upon the fact that this phase of the program receives a considerably greater volume of publicity than do the less spectacular aspects. The modern program is a highly diversified one and its leadership endeavors to acquaint the public of this fact.

3. *Playgrounds keep children off the streets, out of trouble, and are fun but serve no higher purpose.* This is a fallacy that plagues the thinking not only of the general public but often afflicts the mental processes of recreation people as well. Recreation can, and should, serve multiple purposes without any conflicts in the course of their attainment. The utilization of certain situations in a game of softball to help develop in the players a greater capacity for cooperative effort both in the game and out of it does not need to reduce the amount of enjoyment derived from the activity but actually should enhance it. Nor are the objectives of safety and the prevention of delinquency disturbed by the addition of this educational function. The modern playground is a place where children have fun, are relatively safe, and keep out of trouble, but it is far more than this. It is a laboratory of citizenship where, under the guidance of leaders who recognize no false distinctions between recreation and education, many of the basic needs of human beings are met through participation in satisfying experiences resulting in desirable personal and social outcomes.

4. *The values of a playground vary indirectly with the economic level of the neighborhood it serves.* The belief that playgrounds are far more important in economically underprivileged areas than they are in the wealthier neighborhoods is a popular misconception arising out of a confusion as to purpose. Recreation, in addition to other values, seeks the attainment of social objectives among which are the development of certain of the qualities of the good citizen in a democracy, such as cooperation, obedience to the laws, regard for the welfare of others, respect for authority, and willingness to sacrifice personal, selfish interests for the greater welfare of the group. There is no evidence that wealth and a high degree of social sensitivity are automatically related, or that the children of economically privileged parents do not need the socializing influence of a democratically administered playground. Children and adults of all economic levels need to learn how to get along with their fellow men, to accept victory

and defeat with equal grace, to respect the personalities of all people, to play fairly, and to act in relation to others as they would like others to act in relation to them. Playgrounds, properly conducted, can make an important contribution to the socialization of those who attend them.

5 *The attendance figure constitutes a valid test of the effectiveness of a playground.* The number of people who attend a playground is a highly significant factor to be considered in its evaluation, but it is only one of several important factors, and undue weight should not be attached to it. Recreation workers in many cases have been too willing to judge the success of their programs in terms of the numbers taking part, whereas participation is no guarantee whatsoever of desirable outcomes.

6 *Almost anyone can be a playground leader. Very little professional preparation is necessary.* This misconception also is based largely upon a confusion as to purpose. The professional preparation of leaders need not be of a very high order when that leadership is concerned only with such negative purposes as the prevention of accidents, delinquency, and annoyances to adults. On the other hand, a leader concerned with meeting basic human needs through activities and interests suited to the physiological and psychological characteristics of the age groups involved must, to be effective, be a skilled practitioner, a physiologist, and a psychologist. When he uses activities as means to the development of a high level of social and ethical behavior he must also assume the additional roles of social engineer, educator, and philosopher.

The greatest weakness of the recreation movement in America today is to be found in its personnel, so frequently deficient in its understanding of the nature of the human organism with which it works, uncertain about its philosophy, only dimly conscious of its underlying principles and methodology, and, acutely aware of its shortcomings, often troubled by an inferiority complex, especially where educators are concerned.

7 *The desires and interests of those who attend the playgrounds should determine the program.* One of the factors shaping and fashioning the playground program is the desires and interests of the patrons, but it is only one of several factors. The desires and interests of people are limited by their experiences. The child who has never heard of the



game of croquet golf cannot be expected to manifest an interest in it nor express a desire for it Folk dancing to the uninitiated represents no compelling urge The devotees of these, as well as all other recreation activities did not at birth inherit their interests but developed them as opportunities were presented and encouragement given to learn new activities and acquire new skills That which was of no interest when unknown frequently becomes an absorbing concern when known Playground leaders who are content to limit their programs to activities in which children and adults already possess an interest are taking the path of least resistance leading to narrow, limited, poverty stricken programs unworthy of themselves and unfair to their communities

### *Desirable Understandings*

The foregoing presentation has listed seven faulty concepts dealing with varied aspects of the playground program and its operation. This question now arises What are the desirable characteristics of a well organized and operated playground? What are the identifiable features of a good playground which set it apart and distinct from the average or mediocre playground? In short, what are the concepts the understandings, we want people to possess when they think of playgrounds? Granted that among the factors underlying the success of a playground are certain intangibles that defy analysis and recording, nevertheless, it is believed that the most important characteristics can be identified A playground should be a place where

- 1 There is sufficient space, equipment, supplies and leadership for all neighborhood children to participate in recreation activities of their own choosing In addition, some facilities are available for older youth and adults

- 2 People can find beauty The playground should be an attractive place where trees, grass, shrubbery, ball diamonds, apparatus, shelter house, and other areas and facilities so blend in a landscaping design as to be pleasing to the eyes helping to bring a peace and contentment so frequently denied by the drab and ugly conditions in which people work and live

- 3 Skills and interests are developed in many different activities

- 4 All children, regardless of ability, are given an equal opportunity

to derive the values that accrue from properly conducted activities or experiences. The "dub" is given equal consideration with the "star."

5 Children are protected from the hazards of this mechanical age. While some accidents will occur on the playground, these usually are minor in nature. Children are relatively safe on the well conducted playground.<sup>4</sup>

6 All people young and old, male and female, skilled and unskilled, are given an opportunity to participate in a broad and varied program of activities possessing social significance and having a vital relationship to their needs and interests.

7 The program consists to a considerable extent of integrated, meaningful experiences rather than a series of separate and unrelated activities.

8 Participants share both in planning the program and in carrying it out.

9 Activities are preserved as sources of joy and satisfaction to the participant. The desire to win is not permitted to assume a position of such vast importance in the minds of the players that fun is replaced by grimness, relaxation by tension, and cordial friendships by bitter enmities.

10 The recreation experience is motivated by factors inherent in the activity itself. Players are not bribed to play through the injudicious use of a system of intrinsically valuable rewards but play because they want to play for the fun of it.

11 Activities which direct the attention of the individual away from himself are preferred to those resulting in the development of an introverted personality.

12 Service to the community is considered to be a legitimate and important phase of the program.

13 Activities are conducted in cooperation with various community groups and organizations. The playground cannot and should not attempt to exist as an isolated unit but should join hands with other groups in a cooperative endeavor to achieve common goals.

14 Well educated leaders, clearly aware of their aims, look upon activities as means and individuals as ends. They do not confuse the two. The welfare of the individual is of paramount importance.

<sup>4</sup> Items 1-5 adapted from George D. Butler, *Playgrounds: Their Administration and Operation*, A. S. Barnes and Company, 2nd ed., 1920, pp. 3-6.

15. Leaders who understand the organic unity, the wholeness, of man so plan and conduct activities as to give the participants opportunities to react as total personalities to the total situation.

16. Leaders who understand the meaning and significance of democracy so carry out their programs as to provide innumerable opportunities for the development of leadership and other qualities of the good citizen in a democracy.

17. Leaders seek to reduce their own importance by developing responsible, self-sufficient individuals who no longer find it necessary to depend so completely upon the leader.

18. The individual always is treated as an individual and never as simply one of a mass.

19. What happens to people as a result of participation is regarded as far more important than the score of a ball game, the number and quality of handcraft items produced, or the size of the gate receipts at the annual circus.

### **SETTING THE STAGE**

One of the most important purposes of administration is to set the stage, to make available the proper conditions, so that leadership may function effectively. Among the questions which must be answered satisfactorily in the early stages of administrative planning in relation to playgrounds are the following:

#### ***How Many Playgrounds?***

Standards established by the National Recreation Association call for "a playground within from one-quarter to one-half mile of every home. In densely built-up neighborhoods, or where traffic hazards would otherwise affect the use of the playground, the shorter minimum should apply; in less congested neighborhoods with relatively little traffic, people can be expected to walk as far as one-half mile to reach a playground . . . as a rule, if a neighborhood has more than 5000 population, it is preferable to develop more than one playground site to serve the entire neighborhood"<sup>3</sup>

A good way to determine if the community has a sufficient number

<sup>3</sup> *Ibid.*, p. 9.

of playgrounds is to secure a large map of the city, spot the playgrounds on it, and with a pair of calipers draw circles with one half or one-quarter mile radii around the playgrounds. Unless all homes are included within the circumscribed areas the city lacks adequate playground coverage.

It should be understood that standards as a rule set minimal goals and the more progressive communities generally far exceed them. This has proved to be true with reference to the above standard in many cities throughout the nation.

### *When Shall the Playgrounds Be Open?*

How many weeks or months shall the playgrounds be open? What days of the week? What hours of the day? No definitive answers can be given to these questions which will fit all communities. Assuming for the moment that no economic factor is involved the answer is they should be open at those times when the people will use them. Many cities especially in the South operate their playgrounds throughout the entire year. Milwaukee Wisconsin in a recent year conducted several different types of playgrounds as indicated on page 130.

Dallas Texas operated in 1951 a total of 51 supervised playgrounds and recreation centers during the period of June 11 through August 28. All playgrounds were open Monday through Friday beginning at 1 00 P M. Twenty four of the grounds closed at 8 00 P M, ten closed at 10 00 P M and the remaining seventeen with their lighted ball diamonds stayed open until 10 30 P M.

Many of the smaller cities operate playgrounds during the summer only. Because of financial restrictions they often find it impossible to keep their grounds open mornings, afternoons and evenings and must choose but two of these periods. Which two should they choose? How should the choice be made? The basic principle of administration that policies and procedures should be based upon the systematic collection and use of facts helps point the way. Madison Wisconsin faced with the necessity of shifting from a three period to a two period day a few years ago, solved the problem in this fashion. A careful analysis of attendance reports revealed that during the previous five years the evening attendance at its playgrounds far exceeded the attendance at any other period, while the afternoon attendance was much greater

than that of the morning. The recreation board then ordered the playgrounds opened during the afternoon and evening periods with two exceptions. These exceptions opened mornings and afternoons, were very small playgrounds with almost no facilities attractive to adults.

Ideally, in most communities, playgrounds should be open under

#### TYPES OF PLAYGROUNDS<sup>6</sup>

Season	Days	Hours	Number of Play grounds	Groups Served
Spring—April 15– June 20	Mondays through Fridays	3 30 9 00 P M	38	Children and Adults
	Some open Saturdays and Sundays	9 00 A M 5 00 P M		
	Mondays through Thursdays	3 30 5 30 P M	43	Children
Summer—June 20– September 1	Mondays through Fridays	9 30 A M 9 30 P M 1 00 P M 6 00 P M	53	Children and Adults
	Some open Saturdays and Sundays	9 00 A M Noon 1 00 P M 6 00 P M		
	Mondays through Fridays	11 00 A M Dark	24	Children and Adults
Fall—September 1– November 15	Same as for Spring Season			
Winter—December 15– February 7				
Ice Rinks	Mondays through Fridays	3 30 9 30 P M	21	Children
	Saturdays	9 30 A M 9 30 P M	21	
	Sundays	10 30 A M 9 30 P M	21	and
	Christmas Vacation	9 30 A M 9 30 P M	21	Adults

<sup>6</sup> Milwaukee Public Schools Handbook Department of Municipal Recreation and Adult Education 1950 p 32

supervision mornings, afternoons, and evenings. Where only two periods can be supervised, elimination of the morning period probably will be least harmful. Certainly where facilities, program, and leadership exist for older boys and girls and adults, as well as for younger children, communities should keep their playgrounds open in the evenings. The evening is the only period of the day when entire families can visit the playgrounds and play together. Because of the heat in some sections of the country the evening is by far the most desirable time of day for participation in recreation activities involving exertion. Where lights are not available the playgrounds close at dark. Where lights are available the closing hour should seldom be later than 10:00 P. M., because of the possible annoyance to nearby residents and the attraction to children who ought to be in bed at this time.

There appears to be no uniformity of procedure with respect to the operation of playgrounds on Saturdays. Some cities close their grounds on Saturday and conduct staff meetings in the morning. Others keep their playgrounds open until noon some, the entire day.

Apparently only a relatively small number of communities operate supervised playgrounds on Sunday, although this is the one day in the week when most people are free to participate in recreation activities. Decisions relative to Saturday and Sunday operation should be based upon a careful analysis of community needs, departmental finances, and traditions of the people concerned. It may be easy to demonstrate a real need for supervised Sunday playgrounds, but if community opinion is adamantly opposed to their operation recreation officials may seriously retard the development of the program by attempting to force the issue.

### *What Leadership Is Desirable?*

Many communities provide only one leader for each of their playgrounds. With the exception of the smallest playgrounds serving only young children this is an extremely undesirable practice for the following reasons:

1. If the leader is a woman the older boys will be neglected and, in many cases, either will not attend the playground or, if they do, may be constant disciplinary problems.
2. If the leader is a man he is very likely to neglect the younger children and girls, because his interests and abilities lie in the area of recreation for older boys.

3. One person cannot provide the individual attention the children ought to have if the program is to yield the values which it should.
4. Accidents are very likely to increase. Studies have shown that accidents increase as the degree of supervision decreases.
5. Many phases of a well-rounded program cannot be developed because of the lack of adequate leadership. Field trips cannot be made unless the playground is closed for the duration of the trip. Where two or more leaders are available one can be away on trips, or hikes, or interplayground athletic contests, while the other remains on the grounds.

At least two leaders, a man and a woman, should be assigned to each normal-size playground. On playgrounds where the attendance is large or where the grounds are kept open mornings, afternoons, and evenings, the number of leaders should be increased. The employment of three leaders for each playground makes it possible to open the grounds all three periods and have two workers on the job each period, with no person working more than two of them. Recreation personnel heartily dislike the necessity of working for relatively short periods morning, afternoon, and evening, especially when they live a distance from their playgrounds, since they then have very little free time left for themselves out of any one day. One of the factors involved in bettering the quality of recreation personnel is improvement of the conditions under which they work. One can imagine what would happen to the morale of the faculty of a public school system if it should be announced that all teachers henceforth would be expected to teach two and one-half hours in the morning, three hours in the afternoon, and two at night. And yet this is a typical schedule of hours for many playground leaders.

It should be noted that in the schedule of hours listed below for Milwaukee playground directors and assistants in the summer of 1951, no individual is required to work more than two different periods of the day:

From one to four leaders may be assigned to a playground, depending upon the size of the ground, the attendance, whether or not it is lighted, and the difficulty of the job (type of neighborhood and difficulty of discipline).

1. 9:00 A.M. to noon; 1:00 P.M. to 6:00 P.M.

A man leader only, if the ground has a good girl attendance, then a directress also

2. 11 00 A.M. to dark

One leader, girl, if ground is small and has a good girl attendance, otherwise, a man leader

3. 9 30 A.M. to 9 30 P.M.

These are the larger play areas, usually very well attended. A director will serve from 1 00 P.M. to 5 00 P.M., and from 5 30 P.M. to 9 30 P.M., assistant director, from 9 30 A.M. to 1 00 P.M. and from 5 00 P.M. to 9 30 P.M., a directress, from 12 30 P.M. to 5 00 P.M. and from 6 00 P.M. to 9 30 P.M., and an assistant directress, from 9 30 A.M. to 1 30 P.M. In some cases it is not necessary to have an assistant directress in the evening and also not necessary to have an assistant director in the evening. Grounds are manned according to the needs of leadership.

# LEADERSHIP STANDARDS

Where two workers are assigned to a playground one is designated as the playground director and the other as assistant playground director. Additional employees charged with the responsibility of leading clubs or groups and organizing activities under direction are termed recreation leaders. The National Recreation Association recommends that the playground director "be a graduate from a college of recognized standing, preferably with a major in recreation" and that he have "at least one year of successful experience as an assistant director, recreation leader, specialist, teacher or worker in a closely allied field, at least six months of which shall have been related to an outdoor recreation area." The salary range recommended is from \$2400 to \$3900, or, if on a season basis, \$40 to \$75 per week.

It is recommended that the assistant playground director be at least twenty years of age, have a minimum of six months' successful recreation experience, have completed at least two years of college, and be paid an annual salary of \$2100 to \$3600. Similar standards are recommended for recreation leaders.

Specialists who teach or lead groups in particular activities, such as dancing, tennis, dramatics, or choral singing, usually at more than one playground, should have successful experience as an instructor or leader in the particular activity, be a college graduate with special

\* *Personnel Standards in Recreation Leadership* National Recreation Association, 1949 p. 28



preparation in the particular activity; and be compensated at the rate of \$2400 to \$4200 per year.<sup>8</sup>

In addition to playground directors, assistant directors, leaders, and specialists, many of the larger cities employ a number of supervisors. Those who plan and supervise only one activity, or one phase of the program, are known as supervisors of special activities. Examples are: arts and crafts, dramatics, music, nature activities, and sports and athletics. Ideally, these supervisors should be college graduates with a major in recreation with specialization in the activity they are supervising. It is also important that they present evidence of successful teaching or leadership experience in the area of their specialization.

Another type of supervisor, employed primarily in cities of more than 100,000 population, is known as the general supervisor in charge of all recreation activities in a district, and thus called a district or area supervisor. The city of Milwaukee is divided into six recreation areas with a supervisor in charge of each. A supervisor may be assigned the responsibility of planning, organizing, and supervising all of a city's recreation services of a similar nature. The Milwaukee department is organized into three major divisions, with a division director in charge of each: playgrounds and social centers, municipal athletics, and service and maintenance. All area supervisors are directly responsible to the supervisor of playgrounds and social centers. One of the major values of the district organization plan is that it makes possible the decentralization of the overall city program, thus permitting program planning, development and supervision on a district and neighborhood basis.

A chief executive officer, named *superintendent of recreation*, is essential to provide overall administrative leadership, guidance, and direction to the department of recreation. Assisting him is an assistant superintendent in all except the smaller cities.

#### CHANNELS OF PROCEDURE

In any well-organized and efficiently operated department, clear-cut lines of responsibility are established and to the personnel concerned is delegated the authority necessary to the proper discharge of this responsibility. An essential part of the administrator's task at this point

<sup>8</sup> *Ibid*, pp. 25-31.

is to make clear to everyone in the department the channels of procedure which should be followed in processing questions suggestions and other matters

A playground leader on a playground maintained by the park department desires the construction of an additional softball diamond To whom shall he submit his request? To the superintendent of the park department? To the superintendent of recreation? To the city manager? To a member of the board of recreation who is a personal friend? To the district supervisor? Conflict ill will and chaos will be the result unless lines of authority are understood and adhered to The Long Beach California Recreation Commission in its excellent *Employees Handbook* lists the channels of procedure for employees assigned to playgrounds or recreation centers as follows

- 1 The person in charge of that facility
- 2 The District Supervisor
- 3 The Supervisor of Recreation Activities
- 4 The Assistant Director of Municipal Recreation
- 5 The Director of Municipal and School Recreation\*

If a problem or question submitted by a playground leader can be answered satisfactorily by the playground director it stops at that point Otherwise it is passed on up the line until it reaches the individual authorized to make a decision on the matter To "go over the head" of the person next in line of authority and carry a problem to someone higher up the ladder never giving the proper person an opportunity to act on the matter is professionally unethical administratively unsound and eventually may prove to be personally disastrous<sup>10</sup>

### *First Steps in Organization*

Recreation administrators are confronted with numerous problems as they prepare for the opening day of the playground season The extent to which they have thought through these problems in advance and arrived at intelligent solutions before the problems actually are upon them is a direct measure of their administrative ability

Among the early steps in playground organization are the following

\* Long Beach Recreation Commission *Employees Handbook—Municipal and School Recreation Staff* 1950 p 31

<sup>10</sup> See Chapter 6 for a more extended discussion of leadership in recreation.

# SUMMER FUN CALENDAR

ON MILWAUKEE'S PLAYGROUNDS

## JUNE 18 to SEPTEMBER 1

### MILWAUKEE PUBLIC SCHOOLS • DEPARTMENT OF MUNICIPAL RECREATION

★	ARTS AND CRAFTS	Art specialists will instruct in various craft media — small fee for material. Grade school girls and boys — third grade and up. Time: 9:00 a.m. — 12:00 p.m. 4:30 p.m. Classes begin Monday June 25. Playgrounds: Berrett Busham Enders Franklin Square Green Bay Hilda James Lane Field Langston Mendota Palmer Parkside Philipp 24th 27th.	★
	SWIMMING	Boys and girls 8-15 years of age. Two lessons per week for 8 weeks. Register June 25-27 at the following addresses: Carter Street, South Fourth Street, Greenfield Avenue, North Avenue. Ladies class — Greenfield, 2, 4th — 6:00-7:00 p.m.	
	DANCING	Dance specialists will teach various types of dancing. Minimum age 5 years. Time: 9:00 a.m. — 12:00 p.m. 1:30 p.m. 4:30 p.m. Classes begin Monday July 2. Playgrounds: Alton Ames Ames Busham Cass Carter Dorrer Division 7 of Forest Home Franklin School Fryer Garden Homes McManis Webb Humboldt Royal Lapham Norma St. Francis Sherman Siefert 3 of 2 of Travelbridge View Wisconsin.	
	BASEBALL TRAINING SCHOOL	Coaches Benny Brief and Jack Klose will conduct classes in baseball for boys 11-12-13 years from 9:00 a.m. to 12:00 — begins June 18. Playgrounds: Ames Busham Carter Hawthorne Jackson Park Keweenaw March Park Pumping Station.	
	TRAVELING THEATER	Children's Theater Production will be brought to playgrounds on a mobile stage on scheduled days. Begins July 16. See playground director for schedule.	
	NATURE LORE JAUNTS	Boys and girls will be transported by bus to three nature lore camps in county parks where nature specialists will conduct these games lectures trips. Begins July 2.	
	MUNICIPAL DAY CAMP	Two nature day camps in Kettle Moraine area for 5 day periods — bus transportation — returns each day — see playground director for schedule.	
	CHESS	Specialists will teach chess to boys and girls — morning and afternoon classes. Begins June 19. See playground director for schedule of classes.	
	SOFTBALL LEAGUES	Boys 12 years — Cub League — Mornings to 15 years — Junior League — Afternoons Girls 8th grade and under — Mornings High School and over — Evenings Adults — Community Leagues — Evenings See Playground Director for Details	
	TRAVELING STORY TELLER	See playground director for schedule — Begins June 18.	
★	PUPPETRY	A traveling puppet show will perform at the various playgrounds. Begins June 25. Classes in puppet making begins July 16.	★
	SUPERVISED DAILY PLAY PROGRAM	Circle games, singing games, sand modeling, nature study, mazes and relay, basketball, volleyball, baseball, chess, games, athletics, creative arts, games, general crafts. MORNINGS — AFTERNOON — EVENING	
★	SPECIAL FEATURES	FESTIVALS — FIELD TRIPS — EXHIBITS — COMMUNITY NITE PROGRAMS — HOBBY AND DOLL SHOWS.	★

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### FORM 1 Playground Announcement

#### INFORMING THE PUBLIC

Various means should be used to inform the public of the opening of the playgrounds, of the nature of the activities and values of partici-

pation, of the location of the grounds and the hours and days they are to be open, and any other important and relevant facts. Many departments issue printed or mimeographed announcements which are distributed through the schools, public libraries, and other organizations. Articles in the newspapers, announcements over the radio, public talks, and posters are other valuable means of calling the attention of the public to the opening of the playgrounds.

A printed announcement of a recent summer playground program in Milwaukee, Wisconsin, is shown in Form 1.

#### ORGANIZING THE PLAYGROUND COUNCIL

The principle of *creative participation* emphasizes the importance of bringing into the planning and the operation of a playground all persons who are participating in its activities and who are sufficiently interested and mature to make a worthwhile contribution. One of the vital functions of democratic recreation leadership is the development of leadership in others. Recreation personnel who do all the planning and directing themselves with little or no reference to the youth and adults for whom they are doing this planning are failures in one very important aspect of their work. Leadership qualities cannot be developed in a vacuum. Planning should be done with people, not just for people. As Bode has said, you cannot achieve democratic ends by autocratic methods. "Democracy, like swimming, requires practice as well as theory."<sup>11</sup>

One of the most effective ways of providing for the entire community to share in the promotion of common recreation interests and purposes is through the organization of a playground council. In some cities the council is composed entirely of children elected to serve throughout the playground season. In others, it is made up of adults only selected by various organizations within the neighborhood to represent them on the council. Sometimes these adult members are elected at a mass meeting held on the playground.

Playground councils should be comprised of both youth and adult members, for both are concerned with the welfare of the playground. Even in those instances where the playground leaders conduct no

<sup>11</sup> Boyd Henry Bode *How We Learn*, D. C. Heath and Company 1940 p. 273

adult activities, the council should include adult members. The reasons for this are apparent in the list of values of a council given below:

1. It provides the machinery by which the community and the recreation personnel can in a cooperative manner seek common goals.
2. It creates a feeling in the community that this is *our* playground. We have a stake in it. We are interested in its success and will work to achieve this end. The playground is no longer isolated from and insulated against the community.
3. It is a means of revitalizing democracy, of bringing people into closer relationship with their government. It is democracy in action.
4. The council provides a means by which youth and adults can work together on matters of mutual concern, thereby deepening the understandings and appreciations of one group for the other.
5. It is one means of determining the recreation needs, desires, and interests of the people.
6. The council can help interpret the playground program to the community and create favorable public opinion.
7. It can assist in the conduct of such special events as family nights, sports days, circuses, carnivals, pet and lantern parades, and music festivals.
8. It can help find volunteer workers for the playground as well as locate talent for amateur nights.
9. It provides an organized, continuing group of persons friendly to recreation who will help fight its battles. It is both a bridge and a buffer between the professional worker in recreation and the public which he serves.

The department of recreation in Richmond, Virginia, has an advisory council on each of its 36 playgrounds with from six to ten members chosen from interested persons in the community. Two members of each council are teen-age youth. Long Beach, California, has a junior playground council on each playground with nine chairmen assigned to specific activities as indicated below:

LONG BEACH RECREATION COMMISSION  
COORDINATED SCHOOL AND MUNICIPAL PROGRAM  
PLAYGROUND LEADERS COUNCIL

SOME DUTIES OF PLAYGROUND LEADERS COUNCIL CHAIRMEN

1. Council President ..... You will
  - a. Preside at all Council meetings
  - b. Work with the playground director in making a program of activities which children like, or which they need

- 2 Chairman of Boys Activities (a boy) You will
  - a Work with the playground director in planning and carrying out all games and contests on your playground for boys only and special events for boys only including camping etc
- 3 Chairman of Girls Activities (a girl) You will
  - a Work with the playground director in planning and carrying out all activities for girls only including games contests dramatics rhythms and handcraft.
  - b Help the director in arranging special events for girls only including play days picnics parties etc.
- 4 Chairman of Publicity You will
  - a Work with the playground director in letting everyone on the play ground know what is going on You are chairman in charge of bulletin boards posters and special stunts to tell people about something which is going to happen
  - b If your playground has a newspaper you appoint with the help of a director the children who get out the newspaper
- 5 Chairman of Safety You will
  - a Work with the playground director in planning and carrying out the work of the Playground Safety Patrol
  - b Often look over all playground apparatus to be sure it is safe for use
- 6 Chairman of Supplies You will
  - a Help the playground director in making and using a good plan for checking out and checking in playground equipment
  - b Look over supplies and equipment to find out what is needed or will soon be needed and report to the director
- 7 Chairman of Athletics (a boy) You will
  - a Work with the playground director and be playground chairman of all boys athletics including entries for tournaments contests and competitive activities with other playgrounds or for all-city events These athletics would be competitive activity with other playgrounds
- 8 Chairman of Records You will
  - a Be secretary of the Council
  - b Help the playground director in keeping records of children who come to the playground name address telephone number etc
  - c Keep records of playground activities and of what is done in contests on the playground, in contests with other playgrounds
  - d Work closely with team captains Boys Activities chairman and Athletics chairman
- 9 Chairman of Community Relations and Sportsmanship You will
  - a Aid the playground director in planning and carrying out ways of helping children to be good sports "

- b. Work with the director in helping children who do not behave well.
- c. Assist the director in planning ways in which the playground can be a help to people in the neighborhood, and ways in which people in the neighborhood can be of help to the playground.

An attractive badge provided by the recreation department is worn by each chairman.

A central council comprised of representatives from the various playground councils acts for the city at large. "The members assist supervisors and managers in the larger phases of planning. They occasionally appear before civic organizations to tell about playground activities."<sup>12</sup>

#### PLANNING FOR THE OPENING DAY

A successful first day on a playground is of great importance, for it provides the basis or foundation on which the remainder of the season is built. If the first day results in happy enjoyable experiences for the children they will be enthused about their playground and their directors. They will tell their parents and other children; they will want to come back. A bad start will handicap the director for many days to come. The following suggestions should be helpful in making this first day a successful one:

1. On arriving at the playground, check all supply items against your inventory sheet. Report any error to supervisor.
2. Meet the children with a smile, ask them their names, and tell them yours, but omit your given name. Tell them about some of the interesting things their playground program has in store for them this summer.
3. Be kind and friendly with the children, but let them know at the outset that you expect them to conduct themselves as ladies and gentlemen.
4. Get some games going immediately. Children want action; they want to do things. Start a softball game, or croquet, or paddle tennis. Then gradually introduce other activities until everyone is doing something.
5. Provide activities for all age groups. Do not ignore the smaller children.

<sup>12</sup> Long Beach Recreation Commission, *Annual Report*, 1950, p. 8

6 Avoid long drawn-out presentations of game rules before allowing children to play Present just enough of the rules so that play may be started The rules in detail may be discussed later

7 Check condition of grounds and apparatus Be especially alert to discover any unnecessarily hazardous condition

8 Make simple poster stating hours and days the ground is to be open, and place it on the bulletin board

9 Explain to the children the procedure for issuing supply items Make clear to a child that he is responsible for the return of the item issued to him Get his name

10 If your playground is located in a park, introduce yourself to the parkkeeper Make friends with him He can be one of your best helpers

11 Play with the children A leader who can perform some skill well will command greater respect than one who does not participate or who does so poorly

12 Start immediately to instill in children a sense of pride in their playground Tell them what the city is doing for them and what they can do in return One of the first steps in developing the ideal of service might be the organization of a clean up squad to pick up any broken glass paper or other refuse that may have accumulated on their playground since the last playground season

13 Do not take time to register children on the first day Use child leaders to assist with registration beginning the second day<sup>13</sup>

## REGISTRATION

One aspect of a well administered playground is the registration of all persons young and old who attend it regularly While most of the participants will be registered the first week registration should be continued throughout the season as new members come to the ground The registration procedure should be carried out in an informal manner and should not be permitted to interrupt the conduct of an activity program

<sup>13</sup> Items 1 8 9 10 and 11 adapted from Minneapolis Board of Park Commissioners *Recreation Division Staff Guide* 1947 p 9 all other items from the Madison Public Schools Division of Recreation *Manual of Recreational Material—A Program for the Madison Playgrounds* 1947 p 17



Information generally requested on the index cards includes name, address, date of birth, telephone number, school attended, parents' names, family physician's name and telephone number, activities liked best, and date of registration. On the back of the card space frequently is provided for recording such data as activities participated in regularly, clubs, services rendered to the playground, awards won, and special talent.

Butler suggests the following uses to which registration records may be put:

1. Indicate the approximate number of different individuals regularly served by each playground and thereby provide an index of the percentage of individuals or families directly benefiting from its program.
2. Provide information as to the ages, sex, grade and nationality of the children served. This serves as a guide in program planning and in the assignment of workers.
3. Help in determining the location of new playgrounds or discontinuing existing areas in which there is overlapping service.
4. Secure home addresses for the purpose of calculating the distances traveled in reaching the playground.
5. Help the workers become familiar with the children's names.
6. Help control entrants in playground activities and membership of playground teams.
7. Provide a subsequent check as to age classification and eligibility for competitive events.
8. Enable directors to check up on juvenile delinquency by checking playground records against lists secured from the Juvenile Court. If offenders have not used the playground, directors can find out why not.
9. Facilitate the reporting of accidents to the children's home and to the office.
10. Furnish a directory of parents that can prove useful in organizing neighborhood groups, making home contacts or in publicity or referendum campaigns.
11. Justify the continuance of playground service. The combined records for several years afford a comprehensive list of individuals served by the playgrounds.<sup>14</sup>

Registration records also furnish an inventory of special talent in the neighborhood which can be drawn upon for programs at community or family nights.

<sup>14</sup> Butler, *op cit.*, pp. 334-335.

MADISON PUBLIC SCHOOLS  
DIVISION OF RECREATION

PLAYGROUND REGISTRATION BLANK

Name \_\_\_\_\_  
Address \_\_\_\_\_ School attended \_\_\_\_\_  
Date of Birth \_\_\_\_\_ Telephone No \_\_\_\_\_  
Father's Name \_\_\_\_\_ Mother's Name \_\_\_\_\_  
Family Physician's Name \_\_\_\_\_ Tele No \_\_\_\_\_  
What activities do you like best? \_\_\_\_\_  
\_\_\_\_\_  
Name of Playground \_\_\_\_\_  
Date Registered \_\_\_\_\_

Form 2 Registration Blank

Activities Participated in Regularly \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
Clubs \_\_\_\_\_  
Services Rendered \_\_\_\_\_  
Awards Won \_\_\_\_\_  
\_\_\_\_\_  
Special Talent \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Form 3 Registration Blank (Reverse Side)

CLASSIFICATION

As one step toward approximating equality of competition in both intra and inter playground activities, departments of recreation have established plans for the classification of players generally on an age basis. Considerable diversity exists in the various classification systems used by departments throughout the country as shown in the table on the next page.

Age Classification for Playground Competition

City	Cubs	Midgets	Juniors	Intermediates	Seniors
Chicago*	None	-12	12 to 14	14 to 16	16+
Cincinnati	None	-10	10 to 13	13 to 16	16+
Durham	None	-12	12 to 17	None	None
Jacksonville*	None	-14	14 to 17	None	17+
Long Beach	-12	12 to 14	14 to 16	None	16 to 21
Louisville	None	-12	12 to 15	17+	None
Madison	None	-12	12 to 15	None	15 to 18
Minneapolis	-12	12 to 14	14 to 16	16 to 18	18+

\* For boys only. Classification for girls is slightly different.

\* Combines age with height and weight coefficient to determine classification.

While no uniform national classification plan is desirable, all cities should be guided in the establishment of their system by one major consideration. the age range within a group should be sufficiently narrow so that players in approximately similar stages of development will compete with one another. Where the range is too great the younger players often will be unable to make the teams. Where they do compete against considerably older opponents, their susceptibility to injury in certain types of activities is much greater than if they were competing with players their own age.

### ADMINISTRATIVE POLICIES AND REGULATIONS

In the course of a playground season a multitude of questions arises regarding procedure. What should I wear to work? What awards shall I give? What shall I do if a boy swears, or smokes, or plays cards on the playground? May I have a carnival and try to raise money for equipment? May I take my children away from the playground on a field trip? May I ask the merchants in our neighborhood to donate prizes to the winners in the pet parade? These are but a few of the questions which demand answers, and there must be an element of consistency in the answers to all the different persons who ask them.

This consistency is provided by the adoption of policies which are guides to action and by the establishment of regulations governing procedures within the department. It should not, and ought not, be expected that every minute detail of the operation of a department of recreation will be more or less automatically regimented, controlled, and directed by a multiplicity of administrative pronouncements in

the form of regulations which prohibit the exercise of intelligence, initiative originality and judgment by the personnel of the department. There are however many problems, situations and conditions so charged with possibilities for harm to the participants, the staff or the department that it is not good administration to leave their solution entirely to the often widely varying judgments of people who frequently are inexperienced and not well prepared for their work.

### *Conduct of Leaders*

Since leadership is the most important single factor underlying the success or failure of a playground program the way a leader dresses his relationships with the children and adults who come to his ground the things he does or does not do even the way he talks often assume an importance considerably greater than he is likely to realize.

#### DRESS

Cities differ materially on the question of dress for their playground workers. Some require the wearing of an official uniform some stipulate that an official badge or arm band be worn others simply state that each worker shall dress to suit the activity in neat apparel which permits vigorous and free movement of the body. Many departments prohibit the wearing of shorts and slacks by the girl leaders. The dress of a leader should not be of such a nature as to provoke unfavorable comment or attract undue attention. The answer to the problem of wearing apparel is to be found in two basic sources (1) The principle that *careful consideration should be given to the community customs, mores, folkways, and traditions* (2) the concept that in a democracy the individual personality is of supreme importance.

The principle advocates caution where extremes in dress are concerned. The concept implies that within reasonable limitations leaders should be permitted to select their own clothing. While some identification in the form of badge or insignia is desirable to force all leaders to wear the same uniform is a highly questionable practice and appears wholly indefensible in the light of the democratic ideal. A school might with equal justification require all its women teachers to wear identical hats—a requirement which in all likelihood would not raise materially the morale of the women teachers.

## SMOKING

Playground leaders should not smoke while on duty, for the children, often selecting them as models, may pattern their behavior after theirs.

## RELATION TO CHILDREN

The inexperienced leader, hoping to be more readily accepted by the children, often makes the mistake of trying to be "too good a fellow." The relationship of adult leader and child is never that of equals in stature, and the leader who seeks such equality commits a serious error. As La Piere points out, "The child cannot, by the very nature of his previous training, be an adult. He may, of course, act like one; but doing so does not make him one."<sup>15</sup> The leader who attempts to bend down to the level of the child will lose the respect of the children with whom he is working.

One city's department of recreation has adopted the following policy governing certain aspects of leader-child relationships:

Do not allow children to become too familiar. Teach them to address you properly and courteously by your surname.

Be strict but not too severe in the management of the children. If it is necessary to discipline, be careful to find out all the facts before acting. Warn on first offense; impose penalty on second. As penalty, deny the offender the use of the ground for a short period of time, or debar from participation in some of the activities or from the use of the apparatus. On third offense deny offender the use of the grounds for a limited period of time. In handling extreme disciplinary cases the following procedure should be carried out:

- a. No member of the staff, except in self-defense, should lay hands on any youth.
- b. In extreme cases when there appears to be no other way to handle the situation, the director shall call the police squad car, Badger 12. The squad car will take the boy to the station.
- c. The youth will then be taken to the juvenile office which will take care of the case from there on.
- d. The Director of Recreation will send a letter to the parents of the youth, informing them that he is not to attend any of our playgrounds until approval is granted by this office.

<sup>15</sup> Richard T. La Piere and Paul R. Farnsworth, *Social Psychology*, McGraw-Hill Book Company, 1936, p. 136.

- e All directors shall be notified to exclude this youth from their grounds until further notice
- f The Recreation Office should be notified in writing of all cases in which the above procedure is followed. This notification should include name and address of offender, nature of offense, date and time of occurrence, and names and addresses of witnesses <sup>16</sup>

#### ABSENCE FROM GROUNDS

Leaders, during hours of duty, should not be absent from their grounds without first having made arrangements for such absence with the proper department official. This important regulation should be complied with to the letter. If a child should be injured on a playground during the hours it is supposedly under supervision but actually is not, a liability suit filed against the absent leader has an excellent chance of being successful, especially if the leader's absence can be shown to be a direct cause of the injury.

#### PARTICIPATION IN DEPARTMENT ACTIVITIES

Some cities prohibit their recreation personnel from participating in department-sponsored activities. While, of course, recreation workers should not engage in adult scheduled contests while on duty, there appears to be no valid reason for denying them an opportunity to take part, as ordinary citizens, in the recreation program on their own time. If, on the other hand, it can be shown that such participation is likely to result in the curtailment of opportunities for others, or that people will feel the recreation personnel have an unfair advantage, then perhaps the recreation worker should be excluded from the program. The decision should be made in terms of the greatest good for the greatest number.

#### RELATION TO COMMUNITY

The opinions of people as to the worth of a playground will be shaped to a considerable degree by their relations with and reactions to the leaders of the playground. So important is this leader-community relationship that departments have established both general and specific policies dealing with various aspects of it. Some, in general

<sup>16</sup> Madison Public Schools Division of Recreation *op cit.*, pp. 21-22

terms, recommend that leaders get acquainted with their neighborhood, use different streets when going to and coming from the playground, and invite the children and parents to come to the ground; that they arrange a Know-Your-Neighbor community night program once a month and encourage the neighbors to take an active part in this program.

Solicitation of merchants or others for prizes, money, or materials of any kind should not be permitted unless approved by the recreation commission or board. In general, the practice is an unsound one and should be prohibited, as the value of the contribution may be more than offset by the irritations and loss of good will occasioned by the solicitation. At least two exceptions to this general position should be noted here. When the request is for scrap materials for which the merchant has no further use it seems completely justifiable. In one city children collected used ice cream containers and converted them into lanterns to be carried in the annual lantern parade. Business firms may be requested to provide funds for uniforms for youth athletic teams, provided the firms feel they are deriving advertising value from their investment. This is a practice which should be controlled carefully by the department of recreation, or it may become a vicious one.<sup>17</sup> In any case, uncontrolled or indiscriminate solicitations should never be permitted.

Unless carefully controlled, money-raising events may have a bad effect on community relations. If the individual personality is supreme, leaders will hesitate to place children in situations on public playgrounds where some can buy and eat and enjoy, while others stand around and watch because they have no money. To say that children must learn to face reality is no answer at all. There are many realities of life which should not be learned on the playgrounds of the nation. One playground council at least partially solved this problem by distributing free tickets for ice cream, cake, and one bottle of a soft drink to all children on the playground just preceding each of its ice cream socials.

Any form of gambling, innocuous though it may appear, should be prohibited as a part of any money-raising event. Good ends are seldom achieved by evil means. Nehru points out that one of the

<sup>17</sup> See Chapter 7 for a more detailed analysis of the practice of soliciting business firms for athletic team sponsorships.

basic lessons taught by Mahatma Gandhi dealt with this problem of ends and means "that means are always as important as the ends that it is not good enough to have a good end in view but the means you adopt to reach that end are at least as important. If you adopt wrong means evil means to attain a good end the evil means do not lead you to that good end at all"<sup>13</sup>

Lindeman further emphasizes the importance of this ethical concept "A professional recreation worker is a person who recognizes the inviolable connection between means and ends. Through this recognition and its practice he becomes a philosopher. He is not a genuinely professional person so long as he strives to achieve good ends through the use of undesirable means"<sup>14</sup>

A department should exercise a centralized control over all its units with respect to money raising events. Leaders should secure approval of the superintendent of recreation or his representative for the event and should submit to the central office a complete financial report following the event. All money collected should be turned in to the central office unless the playground has a well organized council or association in which case subject to department regulations the group may handle its own funds. The practice of denying these groups the right to handle within limitations the funds they have raised may discourage their efforts and curtail their interests in the playground.

### *Program Variations*

In an attempt to solve successfully some of the problems which arise when planned daily programs must be changed or when features involving considerable potential hazard with possible resulting court action are proposed departments frequently establish policies to guide their personnel.

### *RAINY DAYS*

Inclement weather will necessitate changes in the programs. If a playground is immediately adjacent to a school or other building available for recreation use it will be possible to conduct indoor activities for the patrons who are present. Social recreation, story telling, musical

<sup>13</sup> Jawaharlal Nehru *Visit to America* John Day Company 1950 pp. 181-182.

<sup>14</sup> Edward C. Lindeman "Qualities of a Professional Recreation Worker" *Recreation* March 1951 p. 533.



activities and handcraft are all suitable. Other playgrounds may need to be closed. In general, it is well during an extended bad weather period to require all leaders unable to continue operation of their grounds to report to a central location for a planned program of in-service education or some other equally important function.

#### FIELD TRIPS

Leaders are liable for their own negligence on field trips just as they are in any other phase of their recreation work. That such liability exists, however, is no reason field trips should not be conducted. Field trips are a valuable means of enriching the program and deserve to be encouraged, but they should be well-planned and conducted with due regard to the safety of the participants. It is well to have the recreation commission approve field trips as an integral part of the recreation program, thus absolving leaders and administrators of any negligence in the mere taking of a child on a field trip.

Parental consent in writing should be obtained (Form 4). Such a permission slip has some value. It shows that the parents had knowledge of the activity and were willing their child should participate. However, the permission does not excuse actionable negligence.<sup>20</sup>

Name_____	_____	Playground
Age_____	Date_____	
Destination_____		
Type of Transportation_____		
If Auto: Name of driver_____		
Make of car_____		
Time leaving_____		
Time returning_____		
I hereby grant my child permission to accompany his group on this trip.		
Signed_____		
Parent or Guardian		

FORM 4 Parental Consent Form for Field Trips

<sup>20</sup> D. B. Dyer and J. C. Lichtig, *Liability in Public Recreation*, C. C. Nelson Publishing Company, 1949, p. 90.

No trips away from the ground, other than those scheduled by the central office, should be made without approval of the central office

### *Fees and Charges*

Common policy opposes the charging of fees to children for participation in playground activities. A small charge, however, usually is made for supplies used in handcraft classes since the child becomes the owner of the item when he completes it.<sup>21</sup> Some cities limit the charge for any one article to not more than ten cents.

### *Care of the Injured*

In most recreation situations the leader should be free to choose his course of action subject to certain departmental restrictions but the state of affairs attendant upon the injury of a child is not one of them. A leader's mistake in judgment may result in the death or permanent injury of a child, or in a suit for damages based upon the negligence of the leader, or in both. The recreation commission should adopt a policy outlining step by step what should be done in the case of an injured child and leaders should be required to follow this policy as closely as possible deviating from it only when absolutely necessary.<sup>22</sup>

### *Awards*

The problem of awards has been a constant source of difficulty to recreation personnel for many years. Shall awards be given? If so what kinds and how many? Can the cost of trophies, medals and ribbons be justified? What effect does the issuance of awards have upon the personalities of children? Here are just a few of the questions to which recreation people seek answers—and the answers are not easily available.

An interesting illustration of what can happen when awards are

<sup>21</sup> For a more complete discussion of the problem of fees and charges see Chapters 6 and 7.

<sup>22</sup> See Chapter 12—Safety in Recreation—for detailed statement of policy applicable to all recreation situations.

used as incentives or bribes is to be found in this true story of a mid-western playground. In his desire to win interplayground softball games, the director of a certain playground promised an ice cream cone to each boy who should hit a home run in any of these games. Things went well for a short time with the sluggers of the team collecting their prizes at the conclusion of each game. However, after a few days, the boys got together, decided they should be rewarded for hitting three-base hits as well as home runs, and so notified the director. He acceded to their demands. Again the boys went into a huddle and came out with the conviction that doubles were worthy of a payoff also. The director again bowed to the inevitable. Nothing succeeds like success, so for a third time the mercenary athletes framed their demands to include an ice cream cone for any kind of a hit, even a scratch single. The director, sensing by this time that all was not well in his immediate vicinity but feeling he was in too deep now to withdraw, again agreed to pay off, buoyed up by the belief that he had hit rock bottom and things could get no worse. It was at this point he made his second great mistake, because his little bandits, appetites for ice cream as completely uninhibited as their sense of morals was perverted, calmly announced that from now on they would play no more unless they received an ice cream cone in advance of each game. This attitude of the softball players spread to other children throughout the playground and, when the directors suggested to the children that they take part in handcraft, music, drama, and other phases of the program, they were met by the stock question, "What do I get out of it?" Their problem eventually was solved by a city-wide policy prohibiting awards of any kind with the exception of certificates issued by the central office, but the effects upon the children involved were not so easily removed.

Now, what mistakes did the director make? In the first place, the cones were not a form of recognition for a high degree of excellence in the game of softball but were pay for skill in only one phase of the game. One of the strongest drives in human beings is the drive or urge for recognition. While the highly skilled player derives personal satisfaction from his skillful play and from the acclaim of his playmates, some additional form of recognition appears to be both justifiable and desirable. In the second place, the ice cream cones had no natural relationship to softball. They were entirely separate and unre-

lated to it. Then, too, the awards led on to nothing at all. They were a blind alley. One received a cone, one ate it, and that was that. No inspiration, no memento to which one could point with pride, nothing to revive memories of high accomplishment with the power to spur one on to even greater heights. And finally the award produced in the recipients socially unacceptable results. Though it should have been simply incidental to participation, it actually became the dominant reason for participating and assumed an importance out of all proportion to its real worth.

When awards result in the distortion of a child's sense of values they should be eliminated completely from the program. However, properly controlled, they have real value in helping meet a basic need of human beings and in spurring them on to further accomplishments. Oberteuffer suggests five criteria by which a leader may judge the worth of an award:

1. The reward should be inherent in the activity—not separate or unrelated to it.
2. The reward should lead the winner on to further activity in the same line of endeavor.
3. The reward should have values no different from those of the activity itself.
4. The reward should produce no consequences in the individual winner which are unacceptable socially.
5. Above all, the reward or anticipation thereof should not serve as an incentive; the incentive must come from the satisfactions within the activity.

In short, when rewards are used to help the student face the realities of life, achieve something, organize and integrate values, then they are moral instruments. When they warp values, teach false values, distort ego, and dissipate energy, then they must be thought of as immoral.<sup>23</sup>

Butler<sup>24</sup> suggests three additional criteria: (1) that the award be inexpensive, (2) that it be based on a high level of achievement and not be distributed indiscriminately, and (3) that many children be given an opportunity to win awards through the provision of several classes and many activities.

There are several different kinds of awards. Those generally given to children include ribbons, certificates, badges, medals, emblems, felt

<sup>23</sup> Delbert Oberteuffer, *Physical Education*, Harper & Brothers, 1951, pp. 74-75.

<sup>24</sup> Butler, *op cit*, p. 419.

letters, plaques, banners, and trophies. One of the least expensive, and still very appropriate, awards is the printed certificate. Individual and team certificates issued by the recreation department of Madison, Wisconsin, are shown in Forms 5 and 6.

DIVISION OF RECREATION  
OF THE  
BOARD OF EDUCATION  
MADISON, WISCONSIN

Date\_\_\_\_\_

THIS CERTIFIES THAT\_\_\_\_\_

representing\_\_\_\_\_

has placed FIRST in\_\_\_\_\_

and is hereby awarded this certificate, indicating superior ability in the above named activity for one year from date hereof.

ISSUED BY DIVISION OF RECREATION

\_\_\_\_\_  
Director of Recreation

Form 5. Individual Championship Certificate

### *PROGRAM*

The development of a program for the Boston Parmenter Street Chapel playground in 1885 was a simple matter. All activity centered around the sand pile. The program was a simple one because the purposes were extremely narrow and limited. Keep the kids out of the streets, out of trouble, and out of the hearing of adults. It didn't make too much difference what they did on the playground, just so they did something. When people possess but a meagre understanding of the nature and needs of human beings, when the characteristics of their own peculiar society are not very clearly visualized, when the significance of leisure and its uses both to the individual and to the society

DIVISION OF RECREATION  
OF THE  
BOARD OF EDUCATION  
MADISON WISCONSIN

Date\_\_\_\_\_

THIS CERTIFIES THAT\_\_\_\_\_

is a member of the Championship\_\_\_\_\_

representing\_\_\_\_\_and is hereby

awarded this certificate indicating superior ability in the above named activity for one year from date hereof

ISSUED BY DIVISION OF RECREATION

\_\_\_\_\_  
Director of Recreation

FORM 6    Championship Team Certificate

of which he is a part is hardly given a passing thought, it cannot be expected that a statement of the purposes of recreation will encompass the higher values. A river rises no higher than its source.

Limited purposes mean limited programs, limited equipment, supplies and facilities. For purpose to a major degree, determines each of these. It also determines the methods a leader selects. The methods of a Hitler, a Mussolini or a Stalin in the handling of youth groups are not the same that a recreation leader in a democracy will use, because the purposes are different. The program of the modern playground is as radically different from that of the playground in 1885 as the program of the modern school differs from that of its predecessor of the latter part of the nineteenth century.

Fortunately, there has never been imposed upon the playgrounds of the United States anything remotely resembling either a state or a national program. Communities are free to decide for themselves the kinds of activities that will be conducted on their public playgrounds—considerably freer than are the public schools. This freedom of

choice places a heavy responsibility upon recreation personnel to share in the development of programs which will rise above the level of mediocrity and achieve an excellence measurable in terms of their effects upon human beings. For activities, sports, dance, drama, and crafts are not ends; they are means. Recreation has been termed "An End Unto Itself," but recreation is no more an end in itself than are education and religion ends in themselves. When activities and interests are exalted above the importance of those who participate in them, such a concept is contrary to the democratic philosophy which affirms that "the basic moral and spiritual value in American life is the supreme importance of the individual personality."<sup>2</sup> In harmony with this point of view is the concept that all activities, all interests, all experiences which are provided on the public playgrounds of America are means, not ends, and the end is the enrichment of human life.

The program of a playground ought not be thought of as just a list of recreation activities in which people engage. Rather, it is the sum of all the organized experiences within that playground which aim to make a contribution to the enrichment of human personality. The program, therefore, is to be conceived as including in addition to the customary recreation pursuits, all of the cooperative administrative activities in which both youth and adults share in the planning and operation of their own recreation. It will also include the many forms of civic activity through which the patrons of a playground may render service to their community.

There is no quarrel with those people who argue that fun, enjoyment, happiness should be an important outcome of participation in a playground program. There are no dissenting voices on this issue. It is of great importance that people have fun. It is a part of the good life. Without it life is hardly worth living. Because people have fun is the major reason that they come to the playground. When they cease to enjoy themselves at the playground they will stop coming to it. The quarrel is with those who seem content with fun as the sole leadership objective. Fun by itself is not enough. As indicated in Chapter 4 it is both possible and desirable to achieve multiple purposes without sacrificing the fun value, or any other value.

Whatever the values sought on the playground they must reside

<sup>2</sup> Educational Policies Commission, *Moral and Spiritual Values in the Public Schools*, National Education Association, 1951, p. 18

somewhere in the planned program. Important outcomes do not just happen. They do not accrue automatically from participation in playground activities but must be planned for as carefully as a good leader plans for a track meet, a drama festival or a circus. If outcomes in improved social behavior are sought, what kinds of situations offer the richest possibilities for their attainment? After answering this question, the playground leader will then attempt to provide these situations and realize the values residing within them. For example, the leaders of a playground may feel that the boys and girls on their playground lack certain of the social graces in their relations with one another. They believe that dancing offers excellent possibilities for the development of these social qualities. A series of dances is planned and, as an integral part of the dance program, specific planning takes place for the acquisition of manners through social dancing. The boys learn how to invite a girl to dance, how to act on the dance floor and what to do when the dance is over. Girls are taught how to accept graciously an invitation to dance, how to conduct themselves on the dance floor, what they should say when the dance is over, and to accept all invitations to dance unless they have excellent reasons for refusing.

It may be charged that this is physical education, not recreation. What difference does it make? The young people participated voluntarily in a socially acceptable leisure activity, for this reason it is recreation. They had fun and they learned some important social amenities. As a matter of fact, they had more fun as a result of what they learned. The acquisition of information and some of the social graces does not change the nature of the activity, but it does improve the quality of the experience, a fact with which recreation needs to be increasingly concerned.

The construction of a program for a playground is no longer a simple task. It has become a highly complex and difficult responsibility. Butler<sup>26</sup> lists 352 possible activities for a playground program and admits that he has given only a few typical examples. Actually there are thousands of activities from which to choose, and choices too must be made among values to be sought and leadership methods to be used. Also, it is desirable to select some means of determining the effectiveness of the playground.

<sup>26</sup> Butler *op cit.*, pp 130-137



### *Guiding Principles*

What help is there for the leader who wants to build the best possible program for his playground? What are the guides, the route signs by which he can find his way? Chapter 3 has pointed out the weaknesses in four of the common approaches to program construction: the *traditional*, *current practice*, *expressed desires*, and *best guess* approaches. This section suggests some principles that may be helpful in attacking the problem of program planning:

1. *The program should consist of many and varied activities, possessing social significance, and having a vital relationship to the needs, interests, and abilities of all the people.* The good program provides equality of opportunity for all the people of a community regardless of age, sex, or race. The program for girls will be as comprehensive as that for boys, and the recreation opportunities for older adults will compare favorably with those for younger adults. A wide choice of activities will be offered, since people differ in their interests, skills, and abilities. There will be competitive and noncompetitive activities, active and passive, group and individual, directed and self-directed. Activities will be selected in which reside situations rich with possibilities for realizing the values deemed important and attainable through recreation. The age, sex, and physical condition of the participants will be an important factor in the selection of their activities. Narrow specialization will be avoided.

2. *Program planners should keep constantly in mind the welfare of the individual.* While the leaders may work with fairly large numbers at times, they will never lose sight of the fact that the ultimate test of the effectiveness of a playground is what happens to the individual as he takes part in its activities. Leaders will not permit the identity of the individual to be lost in the mass. Although the application of this principle does not rule out of a program mass activities, it does cast suspicion upon mass presentations given for show purposes, unless these presentations can be justified in terms of their contributions to the individuals who take part in them. This principle will prompt the raising of questions which may prove to be embarrassing to the promoters of boxing and highly organized competitive athletics for boys under twelve years of age.

3. *The program should provide adequate opportunities for each in-*

individual participant to make progress toward a realization of the values deemed important in recreation. The doldrums meaning dullness, is a region of calm air over the ocean near the equator where sailing vessels of the early days were often stranded for days or weeks at a time. Some playgrounds are like this for days weeks or months at a time the participants are becalmed in a dull monotonous routine type of program characterized by the absence of imagination variety change and progression. The same games are played every day in the same listless fashion observed by the same indolent leaders with the same indifferent results.

To each individual a program should be like a ladder. As soon as he has mounted one rung enjoyed his newly acquired skills information and position of preeminence and derived whatever other values are inherent in the activity recently mastered he is challenged to ascend to the second rung. "If the individual personality is supreme excellence in mind character and creative ability should be fostered"<sup>2</sup> Excellence can be achieved only when people are stimulated to develop their capacities to the highest possible degree. The volleyball player does not achieve excellence through mastery of the serve alone the simplest fundamental of the game but is challenged by the leader to perfect other skills in passing spiking blocking setting up and general defensive play. The good leader is not satisfied with mediocrity when the individual is capable of excellence.

One of the basic human needs is that for new and challenging experiences. The playground program should help meet this need by providing a wide variety of activities through which all participants will be given an opportunity to advance both in the quality and in the quantity of their recreation experiences.

4 Numerous opportunities should be provided for the participants to share in the planning and operation of the program. This principle of creative participation discussed in Chapter 3 brings the participants into partnership with the leaders in a cooperative endeavor to develop and conduct the best possible program for this community. Its justification resides in that democratic concept—faith in group intelligence—as well as in the fact that people are much more likely to participate in support and interpret to others a program which they have had a part in developing.

<sup>2</sup> Educational Policies Commission on op cit p. 24

There are many opportunities for coöperative planning and action. The playground council is one of the best with its responsibilities for program planning, establishment of policies and procedures, mobilization of community resources available for recreation use, and interpretation of the playground to the entire neighborhood. Youth, in addition to serving on the council, may act as game officials and members of various organizations rendering service to the playground, such as the safety patrol, leaders' club, supplies committee, and clean-up squad. Adults may cooperate with leaders by assisting in preparing for such special events as the circus, pet show, doll show, or drama festival, and by taking tickets, ushering, making costumes, or serving as judges at various events; discovering people in the community with special talent who are willing to give some time to the further development of the program, and by serving as volunteers if requested; assisting with registration of children during the opening week of the playground season; and by helping to determine community interests, reactions, and suggestions for improvement of the program.

5. *The program should emphasize relationships among activities and of activities to larger enterprises.* The traditional playground program consists of a number of different activities and experiences, largely disconnected, unrelated, disjointed, and independent. A child may play softball at 9 o'clock, have crafts at 10:00, enter the croquet tournament at 11:00, be in a play at 2:00, go swimming at 3:00 and folk dance at 4:00. No attempt is made to point out to him any relationships existing among these activities nor to give him a unified, meaningful picture of the playground world in which he lives. He goes directly from a handcraft period to a checker tournament, but seldom does anyone think of relating the one activity to the other by making the checkers and checkerboards in the handcraft club; and yet the true significance of each is realized only in its relationship to the other. Furthermore, there usually is little effort to relate activities within each activity area. For example, a child may learn a number of pioneer dances and never know of their common origin nor why they have common characteristics.

Well, what of it? What difference does it make? The modern recreation leader believes that it makes a great deal of difference, because attempts to make a vital contribution to the lives of individuals must harmonize with the nature of the individuals. Fractionalized and segmented experiences cannot be expected to make major contribu-

tions to the development of integrated human beings. All the parts of a playground activities, leaders, facilities, equipment, supplies, participants, do not add up to a successful playground, unless they function in relation to one another. Man is similar to the playground. Bones, muscles, mind, spirit, emotions, glands, heart, do not in their separate and distinct entities add up to a man. It is only when they function in harmonious relationship to each other that man is the result. This is the meaning of integration—"the interrelatedness of parts within wholes."<sup>22</sup> There is no such thing as mind or body existing as separate and unrelated segments of man. While there is no space here to review the evidence in detail, in general it may be said that man exists as a totality, a unitary whole, that the whole child reacts to the whole situation, and that this desirable integrated personality can best be strengthened and expanded through experiences which in themselves reflect in so far as possible the principle of integration.

An example of integration in the area of recreation is mentioned briefly in Chapter 2. Each summer Mason County determines its county wide championships in such sports as swimming, track, tennis, volleyball, softball, paddle and aerial tennis, croquet, horseshoes, and archery. In this respect Mason County is no different from hundreds of other recreation departments. Its uniqueness lies in the method used to determine these championships. The creative imaginations of recreation officials in this county brought about a reincarnation of the Olympic Games and established a Junior Olympiad Village patterned after the encampment set up by the ancient Greeks at the foot of Mount Olympus prior to the opening of the original Olympic Games.

During the two-day encampment period approximately 200 boys and girls played dual roles in one of history's oldest and greatest dramas. They played themselves as athletes in a modern version of the Olympic Games while at the same time they could never quite dispel the feeling that the athletes of almost thirty centuries ago lived once again in them. For the encampment and the Games were patterned faithfully after the ancient Greeks. The Eternal Flame of Youth lighted from a torch carried by relay runners over a 21 mile course burned throughout the encampment. The Junior Olympic march was followed by the Olympic oath. Awards were presented to winners in approxi-

<sup>22</sup> L. Thomas Hopkins, *Integration—Its Meaning and Application*, D. Appleton Century Company, 1937, p. 42.

mately the same manner as they were more than 2700 years ago.

Several weeks before the encampment committees of youth were formed on each playground to plan with the leaders for the Games. One committee, assisted by the supervisor of drama for the county, prepared a play about the ancient Greeks and presented it to all the athletes during one of the nights of the encampment. This committee, seeing the need for authentic costumes, brought about the establishment of a committee on costumes. The members of this committee did the necessary research in the library and then with the help of some mothers turned the older girls' handcraft club into an ancient Grecian sewing club. The boys assisted with the making of props which included chariots.

The Olympic theme touched all the playgrounds. On some grounds, the leaders told the children stories about the Greek gods and heroes. Sandboxes were transformed into miniature Olympias with its sacred grove at the junction of the Cladeus and Alpheus Rivers, the gymnasium, Palaestra, stadium, and Hippodrome. Many playgrounds produced diminutive reproductions of the Olympic Games preliminary to the county-wide Junior Olympics. On all playgrounds the Olympic ideals of amateurism and sportsmanship became accepted parts of the Olympic procedure.

Throughout this entire project with its many exciting experiences and numerous values runs a connecting link—the Olympic Games—which ties everything together into meaningful relationships. All the varied activities make sense as they become parts of an integrated whole.

Other possibilities for similar integrated recreation experiences may be found in the following suggestions:

- |                                  |                                   |
|----------------------------------|-----------------------------------|
| 1. A Circus                      | 8. A Drama Festival               |
| 2. History of Our Town           | 9. A Pet Show                     |
| 3. Pioneer Days                  | 10. A Lantern Parade              |
| 4. Sports of Early America       | 11. Dances of the Nations         |
| 5. Fun at Home                   | 12. A Hobby Show                  |
| 6. Indians                       | 13. Neighborhood Beautification   |
| 7. Recreation in Other Countries | 14. <i>Recreation in Our Town</i> |

It is important to understand that integration, from the standpoint of the individual, is attainable through participation in single activi-

ties as indicated by Hopkins analysis of the reactions of the artist when he attempts to paint a picture

The physical movement is readily observed in the actual process of making the brush strokes on the canvas the thinking aspect is found in the clarification of the meanings to be conveyed, the relationship among line color form organization the feeling is observed in the sustained eagerness with which the individual carries on his work and the satisfaction with which he surveys the growing result whereas the more hidden physiological aspects are giving contributory support to all the others Here again we see a consciously attentive individual operating as a unitary organism in meeting intelligently his purposes<sup>29</sup>

Herein lies one of the fundamental distinctions between most of man's recreation and much of his work in a mechanical civilization Recreation challenges the whole man while certain types of work provide only a fractionalized experience as discussed in Chapter 4 Unity or wholeness however refers to the environment as well as to the individual and leaders will be on the alert to develop with the children larger expanding areas of relationship in recreation They will lead the children in the words of the poet to understand that

All things by immortal power  
Near or far  
Hiddenly  
To each other linked are  
That thou canst not stir a flower  
Without troubling a star<sup>30</sup>

As leaders are better prepared for their work and as administration becomes more democratic the present fairly common practice of issuing standardized programs from a central office will disappear The playground program of the future will be a constantly growing changing deepening and widening series of related recreation experiences developed jointly by leaders participants supervisors and all others concerned adapted to the individual and the neighborhood in which he lives and based upon the nature and needs of human beings in a democratic society

<sup>29</sup> *Ibid* p 5

<sup>30</sup> As quoted by Donald Culross Peattie *An Almanac for Moderns*, G P Putnam's Sons 1935 p 283

6. *The program for a community should be sufficiently flexible to permit adaptation to each neighborhood.* Among the variable factors differentiating playgrounds within a community and exerting a controlling influence upon their programs are the following: acreage, facilities, equipment, supplies, race, nationality, education for leisure, age, sex, interests, number, and economic status of the participants, and the abilities of the leaders. A single, uniform, centrally prepared and distributed program for all playgrounds, therefore, is wholly inadvisable. Central office program suggestions should allow sufficient flexibility for leaders and participants to plan a program fitted to the needs of the people in their community, subject to the conditioning forces previously mentioned.

7. *Careful consideration should be given to the community customs, mores, folkways, and traditions in the development of a program.* This principle, discussed at some length in Chapter 3, points to the importance of public opinion as one factor in the development of a program of recreation. If, for example, dancing is taboo in a community, leaders who must operate within the culture in which they find themselves will not conduct dancing as a part of the playground program. Conversely, if square dancing is a highly popular form of recreation in that community, the leaders will provide for this interest on the playground. The principle has both positive and negative implications and emphasizes the importance for recreation leaders to become fully informed about the community in which they are working.

### *Classification of Activities*

The leisure interests of people vary so greatly that a playground program necessarily includes many different types of activities. Only a relatively small number of the total list of available activities are given in this chapter. They are not of equal value. Some will be inappropriate for certain grounds while quite appropriate for others. Many excellent activities not listed here will be suggested by the leaders and participants; many will be found in references listed at the end of this chapter.

1. *Games and sports.* This type of activity with its numerous low organized games for all ages, its varied forms of athletic competition, its self-testing events, relay races, and individual or dual sports, ranks

high in popularity on the playgrounds and properly conducted equally high in potential values

#### GROUP GAMES FOR YOUNGER CHILDREN

Beater goes round	Fox and geese
Bull in the ring	Frog in the sea
Cat and rat	Hide and seek
Circle stride ball	H li dill
Club snatch	Redlight
Crows and cranes	Third slap
Forest lookout	Three deep

#### INDIVIDUAL OR DUAL SPORTS

Aerial tennis	Horseshoes
Archery	Kite flying
Bowling on the green	Loop tennis
Box hockey	Paddle tennis
Croquet	Roller skating
Croquet golf	Shuffleboard
Fly casting	Table tennis
Handball	Tennis
Hopscotch	Washers

#### GYMNASTICS AND STUNTS

Apparatus play	Hand spring
Back bend	Head stand
Backward roll	Indian wrestling
Cartwheel	Jump stick
Elbow balance	Pyramids
Forward roll	Rooster fight
Hand balance	Snap up
Hand stand	Squat balance
Hand wrestling	Tumbling

#### TEAM SPORTS OR ATHLETICS

Baseball	Soccer baseball
Basketball	Swimming
Dodge ball	Touch football
Hit pin baseball	Track and field
Kickball	Volleyball
Newcomb	Wrestling
Soccer	



## RELAY RACES

Basketball  
Jump stick  
Overhead  
Potato race

Sack  
Shuttle  
Straddle  
Water carry

2. *Social activities.* There is value in any activity which satisfies the need for congenial companionship, a basic human need. While certain of these activities may involve an element of competition, in general the competitive feature is secondary to the good fun and fellowship which characterize the social recreation program. Only activities suitable to the outdoors are listed here, for indoor social recreation activities are presented in Chapter 6.

Amateur nights  
Barbecues  
Block parties  
Bonfire and skit night  
Costume parties  
Family beach parties  
Family nights  
Father and son—Mother and daughter contests  
Hard times parties

Marshmallow roasts  
Patriotic celebrations  
Picnics  
Progressive parties  
Scavenger hunts  
Social dancing  
Social games and relays  
Square dancing  
Treasure hunts  
Wiener roasts

3. *Arts and crafts* One of the needs of man, increasingly unmet in an age of technology, is for creative expression. The arts and crafts program gives back to man one of the things which the machine has taken away, *namely, the opportunity to find satisfaction through making things with the hands.* Properly conducted the arts and crafts program is a means through which children and adults may be stimulated to do original work, to learn to appreciate the beautiful and the excellent, to achieve status, to enjoy release from tension, and to realize relationships among activities.

Basketry  
Beadwork  
Braiding  
Cardboard construction  
Carving—soap, wood, bone  
Cellophane craft

Cork work  
Costume design  
Drawing, sketching  
Dyeing  
Etching  
Jewelry making

Knitting	Plastics
Leaf prints	Pottery
Leathercraft	Puppets
Making posters bulletins	Puzzles
Making scrapbooks	Reed and raffia
Making toys	Sewing
Metal craft	Shell craft
Mold casting	Spatter printing
Modeling—wood clay sand	Tin craft
Nature craft—stone plant seed	Weaving
Painting	Woodcraft
Papier maché	

4 *Music* Music is a universal form of human expression whose origin antedated reading and writing So important was music to ancient man that he believed his gods had sent it to him from heaven Of all the arts of communication music is one of the most expressive Through music man expresses his deepest feelings—from great joy to deepest sadness By means of music he manifests his religious sentiments, patriotism loneliness love hate and all other emotions It furnishes entertainment and relaxation is used by industry as a device for stimulating production by overcoming fatigue and is recognized as possessing therapeutic value

Among the most common music activities included in playground programs are

VOCAL	INSTRUMENTAL
Action songs	Bands
Choruses	Cigar box fiddlers
Glee clubs	Comb bands
Croup singing	Harmonica bands
Mother singers	Music festivals
Quartets	Mandolin and guitar groups
Singing games	Ocarina choirs
	Rhythm bands
	Ukulele orchestras
	Vietrola concerts

5 *Dancing* Dancing is the oldest of all the arts It is the language of the body a form of communication by means of which the dancer may express a mood feeling emotion or idea. One of the most im

portant activities among primitive peoples is the dance, which frequently has a religious motive. Among moderns dancing has entertainment, organic, and social value, provides a medium for creative expression, and is a source of joy and satisfaction both to the dancer and to the spectator. The dance program on the playgrounds usually consists of folk, national, and social dance.

6. *Dramatics.* Dramatics on the playground has much to offer of a recreational and educational nature. The universality of its appeal is revealed by the extent to which people in all lands love to make-believe. A child sticks a feather in his hair, a daub of mother's lipstick on his face, a make-believe tomahawk in his belt, and becomes Sitting Bull or Crazy Horse and goes out on the warpath. Children of all ages respond quickly and easily to dramatic stunts, charades, pantomimes, and story, ballad, and song dramatizations. The older the group, the more advanced and detailed the activities can be. The drama is one of the most delightful forms of recreation for both participant and spectator.

A few of the more popular drama activities in playground programs are:

Charades	Pantomime
Circuses	Plays
Dramatic stunts	Puppetry
Impersonations	Shadow shows
Marionettes	Story dramatizations
Minstrel shows	Storytelling
Motion pictures	Traveling theater
Pageants	Vaudeville acts

7. *Nature and outing activities.* One of the areas of recreation richest in potential values is also one of the most neglected in many playground programs, because so few leaders are prepared to conduct activities in it. This area of nature and outing activities is particularly important on playgrounds in urban communities for, as Lilienthal puts it, "There is something about being in a city that cuts one off from the underpinnings of our life."<sup>31</sup>

Davis, in an article deploring the extent to which the "hired man" is disappearing from mechanized American farms, raises some vital questions:

<sup>31</sup> David E. Lilienthal, *This I Do Believe*, Harper & Brothers, 1949, p. 204

Year by year more men are cut off from contact with the living soil and I often wonder if we aren't making a ghastly error as we continue to sacrifice with out heed so many living values to those of a cold economic efficiency

Farming was a way of life by and large it was a healthy if hard one producing men strong of body and tough of mind men with space enough around them to define them as individual persons They were accustomed to the solitudes in which vital wisdom breathes and trained by the long slow rhythms of nature to habits of honesty and mutual self respect

A great deal of phony sentiment has been written into descriptions of the old rural scene But when all that is swept aside there remains a question which seems valid Can a culture remain truly virile whose roots in the soil are withering one by one?<sup>22</sup>

It is to recapture and preserve some of the values to be derived from communing with nature that nature recreation is included in the playground program

A few desirable activities are

Astronomy	Fishing
Caring for pets	Gardening
Collections	Hiking
Fossils	Indian lore
Insects	Nature clubs
Minerals	Nature crafts
Trees	Nature games
Water life	Nature hikes
Day camping	Nature museum
Field trips to	Nature photography
Museums	Playground zoo or aquarium
Parks	Trailing
Zoos	Traveling zoo

8 *Community service* Most Americans are fully aware of their rights as citizens in a democracy it is not so certain they are as completely aware of their responsibilities Among the responsibilities of the good citizen in a democracy is the rendering of some form of service to the community from which he receives so much Various phases of community service have a legitimate place in the playground program They may include

<sup>22</sup> Kenneth S Davis "The Hired Man—A Vanishing American" *The New York Times Magazine* July 23 1900 p 10

## FOR YOUTH

City beautification  
Clean-up squad  
Leaders' club  
Officials' club  
Playground council  
Safety patrol  
Supplies committee

## FOR ADULTS

Athletic councils or commissions  
City beautification  
Help provide special program  
for handicapped persons  
Judges of contests  
Make costumes  
Officials  
Playground council  
Prepare and serve refreshments  
Transport children  
Volunteer leaders

**Program Organization**

The preceding lists of activities give but a hint of the great volume of materials that is available for the playground program. In their present form they are bulky and unwieldy. How shall these materials be handled? How shall they be organized for efficient use? In general, departments arrange these activities into two major divisions on the basis of:

1. *Time*. The "time" division is subdivided into three schedules—seasonal, weekly, and daily. The seasonal schedule is simply a compilation of all major activities planned for the summer. It usually is broken down into weeks. One example of a combined daily-weekly program for a playground with two leaders is given below:

PUBLIC RECREATION COMMISSION  
CINCINNATI, OHIO<sup>33</sup>

## Suggested Daily-Weekly Program

Time	Children Under 8	Children 9-11	Children 12 and Over
9.30-10 00	Flag raising Getting out equipment, inspecting apparatus and grounds, distributing game supplies, posting announcements or organizing groups for morning play		
10.00-10 45	Group and singing games Apparatus play	Low organized games Apparatus play Sandbox play	Group and team games, practice for contests and tournaments

<sup>33</sup> Adapted by permission from *Introduction to Community Recreation*, by George D Butler. Copyright, 1940, McGraw-Hill Book Company, Inc., pp 263-264.

10:45-11:00	No special activity scheduled; free play; attendance taken, playground clean-up		
11:00-11:30	Sandbox play Active games	Handcraft, music, stunts, etc. Quiet games	Folk dancing (girls) Handcraft
11:30-12:00	Story telling, quiet games	Nature activities	Music
12:00-12:30	No scheduled activity		
12:30-1:30	General play	Dramatics Quiet games	Intramural games
1:30-2:00	Story telling and story acting Apparatus play	Group games and re-lays Apparatus play	Group games and re-lays, individual games and athletic stunts
2:00-2:30	Sandbox play Free play activities Quiet games	Quiet games Free play activities Preparation for future events	Organization of team games, practice for league games, preparation for special or feature events.
2:30-2:45	No special activity scheduled; free play; attendance taken; preparation for special events and contests		
2:45-4:15	Dramatics Apparatus play Singing games Taking part in or watching special events	Contests, tournaments or special features Handcraft Watching league games	Special features, contests, tournaments, league games Handcraft
4:15-5:30	Sandbox play Quiet games	Storytelling Dramatics Quiet games Meeting of clubs	Dramatics Preparation for community events Quiet games
5:30-6:00	Collecting game materials and playground supplies, check-up on playground		
6:00-8:30	Playground used by young people or adults for team games and for informal play; twilight leagues for young people and adults; informal, individual, and team games; special neighborhood programs and demonstrations		

2. *Degree of organization required.* Some activities necessitate careful, detailed planning long in advance of their presentation and constant supervision during their conduct. Others are easily introduced and, with a minimum of instruction and supervision, seem to operate successfully as self-directed activities, particularly after the basic skills have been mastered.

The more highly organized and directed activities to which the bulk of the leader's time and efforts are allocated may be thought of as the *core* program, since they represent a central body of materials, with a specific time for each shown on the daily schedule, around which other phases of the program are built. Chief among the activities in the core program are the following:

Athletics—both intra- and inter-playground games and coaching of teams	Music
Clubs	Nature recreation
Dancing	Practice for special events and tournaments
Dramatics	Relays
Group games	Sandcraft
Handcraft	Social recreation
	Storytelling

One characteristic of the well-organized playground is the diversity of activities going on at one time. While the leader plans and then follows a fairly definite and specific daily time schedule, there is no compulsion in so far as the participants are concerned to follow this schedule. Thirty children may be taking part in the handcraft program at the hour it is scheduled, but many more than thirty may be scattered over the ground engaging in various kinds of activities not requiring the immediate attention of the leader. The good leader will attract children much as a magnet attracts steel filings, and the number of children in the handcraft club in comparison with the number elsewhere on the playground is at least a rough measure of one phase of leadership ability. However, the provision of numerous opportunities for free, loosely organized, self-directed play also is a mark of good leadership. The following brief list indicates the kinds of activities which, once taught and sometimes emphasized briefly in tournament form, constitute a valuable and essential part of the program for a playground:

Aerial tennis	Loop tennis
Apparatus play	Marbles
Basketball goal shooting	Piddle tennis
Bean bag games	Sand play
Box hockey	Shuffleboard
Croquet	Table games—checkers chess
Croquet golf	dominoes
Hopscotch	Table tennis
Horseshoes	Wading
Jackstones	Washers

A third classification of activities from the standpoint of the degree of organization required is the *special event*. A special event is what the name implies—an event that is unusual out of the ordinary; it occurs generally only once during the season; requires considerable planning; provides a high point of interest in the weekly or seasonal program; often attracts people to the playground who are not regular attendants; and possesses public relations value beyond that of the routine type of activity. Among the popular events of this nature are

Amateur night	Handcraft exhibit
Band concert	Hobby show
Block party	Lantern parade
Bonfire and skat night	Motion pictures
Carnival	On wheels parade
Circus	Pageant
Dance festival	Patriotic celebration
Doll show	Pet show
Easter egg hunt	Picnic
Family night	Treasure hunt
Fishing rodeo	Wiener and marshmallow roast

In the larger communities a special event generally is limited to a single playground; in the smaller all playgrounds frequently come together for such events as the circus, lantern parade, or dance festival. The extent and nature of the planning involved in preparing for one of the less complicated special events is indicated in the following suggestions to playground leaders on the conduct of a doll show, issued by the Jacksonville, Florida, Department of Recreation.



## DOLL SHOW

WEEK OF APRIL 12

## ELIGIBILITY

Big dolls, little dolls, dolls dressed in natural costumes, character dolls and dolls made of peanuts, corncocks, clothespins, toothpicks and corks are all eligible for the Doll Show which is being held throughout the city playgrounds

## ORGANIZATION

The first step in preparing for a doll show is adequate publicity through notices and posters on your bulletin board, and if you have any unusual dolls put them on display. The Doll Show will be held on the playgrounds some time during the week of April 12, and publicity should be on your bulletin board by April 9.

Have date and time for your Doll Show in the office by April 10, as this information will be sent to the papers.

## COMMITTEE SHOULD BE APPOINTED

A committee should be appointed to act as judges, if possible ask some of the interested parents, school officials, young people or anyone you think would be suitable judges.

## CONTEST

A Doll Show may be organized by having tables or suitable places to display the different classifications, or you may have a parade of your dolls. If the parade idea is used have the children line up according to the different classifications and march around, stopping in front of the judges for them to make their decisions. A combination of these two ideas may be used. Have each child pin a paper number on her doll and the leader must keep a key list with names and numbers.

## CLASSIFICATION (Classification may include the following)

Prettiest doll	Hand made doll
Best-dressed doll	Largest number of dolls entered
Oldest doll	Doll with prettiest hair
Largest doll	Foreign doll (best dressed to represent country)
Smallest doll	

## ADDITIONAL TYPES OF CONTEST

In addition to different classes of dolls you may include best doll furniture, most attractive decorated doll carriage, most picturesque doll scene

## INTERPLAYGROUND ATHLETICS

Is it desirable for the various playgrounds of a community to participate in athletic competition with other playgrounds? There is no categorical answer to this question. Opinions of recreation superintendents differ widely on the issue.

As indicated in Chapter 2 Jefferson County, Kentucky, discontinued interplayground athletic competition on a league basis in softball and baseball for two major reasons: (1) it created ill will, friction and unfriendly rivalries among the different county communities, whereas one of the important functions of recreation is to create good will and to draw communities together in friendly relationships, and (2) the playground leaders devoted an undue amount of their time and energies to the coaching of the relatively few "stars" on the interplayground teams and neglected the great mass of boys and girls. A third objection, frequently voiced against interplayground athletics, is the difficulty of transporting team members from one playground to another.

In favor of interplayground athletics are the following points:

- 1 They provide an opportunity for the highly skilled youth to participate against others of equal ability. Recreation personnel have no hesitancy in establishing special programs to meet the needs of handicapped youth, equal enthusiasm should be shown for shaping the program to meet the needs of the boy and girl gifted with a high degree of athletic ability. Playground leaders should strive to foster excellence in youth rather than be satisfied with mediocrity.
- 2 They attract to the playground boys and girls who would not otherwise attend.
- 3 There are values inherent in interplayground athletics not to be found in other phases of the program.
- 4 They motivate the intraplayground athletic program and raise the level of skill by the power of example.
- 5 On playgrounds where attendance is so limited as to preclude the organization of intraplayground leagues, they provide the sole opportunity for athletic competition on a team and league basis.

Most communities have found it desirable to conduct some form of interplayground athletics. Although Jefferson County, Kentucky, elimi-

nated weekly softball and baseball league play, it retained the county-wide softball tournament at the end of the summer season and continued to conduct its swimming and track meets and tennis tournaments. Many communities hold an intraplayground tournament each week in such different activities as paddle, aerial, table and loop tennis, croquet, croquet golf, checkers, chess, and horseshoes, and near the end of the season bring these individual playground champions in the various age classifications together at a centrally located playground where all city championships are determined in one day. The larger communities frequently determine district championships immediately following the playground tournaments, and thus only district champions participate in the city play-offs.

In many cities a program of interplayground athletics is carried out on a league basis with each playground furnishing a team in each age division. Softball generally is the most popular of the interplayground sports conducted on a league basis. Volleyball for both boys and girls and hit pin baseball for girls also are found frequently on the interplayground calendar.

The problem with respect to interplayground athletics is clear enough. Are competitive interplayground games to be conducted as an important part of the recreation program or are they not? A number of cities operate such a program but do not permit the playground leader to accompany his teams when they travel to other grounds. This procedure appears wholly inadvisable. If interplayground athletics are worthy of being included in the program they are worthy of being properly administered. There are real and lasting values to be derived from such a program but they do not accrue automatically from the mere act of participating in the activity. They must be planned for just as carefully as the leader plans for the development of individual skill and team strategy. For a leader to coach a softball team and then turn it over to a volunteer to take charge of when a game is played away from the home playground is legally hazardous and recreationally unsound. A scheduled interplayground softball game is an integral part of the recreation program, and communities are legally responsible for providing qualified leadership for the supervision of the players both during the game and during travel to and from the game. If they provide instead a professionally incompetent volunteer and a member of the team is injured while under this volunteer's supervision and be-

cause of his incompetency, recreation officials may find it difficult to defend themselves in a liability suit based upon their failure to provide the proper character of supervision. As Dyer points out, "Public recreation departments are responsible for furnishing competent leaders and supervisors. Such persons must possess certain qualities and abilities to conduct the activities as well as possessing the ability to use average good judgment and to act with reasonable care."

If recreation departments are going to operate programs of interplayground athletics, they should do the job properly or not at all. A qualified, professionally competent, employed leader should accompany the group and so handle his share of the responsibility as to help achieve desirable outcomes. If the visiting group is so small as to make it difficult to justify sending a leader along the interplayground athletic program should be discontinued or else expanded to include more sports and more children. Why not send several softball teams instead of just one? Or why not, in addition to the softball team or teams, take along a volleyball team, a paddle tennis team and teams in horseshoes, croquet golf, aerial tennis, and shuffleboard? If interplayground athletics are a good thing for fifteen children, then they should be an even better thing for fifty children.

### *Enriching the Program*

On the playgrounds of America are being conducted many splendid leisure activities contributing greatly to the lives of the people participating in them. But there is much to be found in many of these programs that is exceedingly inane and trivial. Much of the dramatics, music, handicraft, and sports is poorly chosen, unrelated to purpose, improperly conducted, and inadequately evaluated. The recreation people have been accused of being promoters, of being conductors of activities without much concern for the quality of the activities or the reasons for their conduct. Certainly in some instances the criticism has been merited. Recreation leaders must learn the language of excellence and in turn teach it to their children. The simple and the trivial are not the same. Some great drama and some great music is so simple that children can appreciate it. There is no necessity to accept the commonplace in recreation. Leaders of course can not go too far beyond the interests and experiences of the people with whom they work,

but the truly great leader will reject the cheap and tawdry and strive to familiarize his people with excellence in all that they do.

Scott suggests ten ways of enriching a playground program:

1. Critically evaluate activities yearly and eliminate those which are no longer valuable.
2. Provide day camping experiences for all the children.
3. Provide a "camping corner" on as many school playgrounds and parks as possible. These facilities could be used by Scout troops, Camp Fire Girls, and other groups.
4. Maintain a small fleet of sailboats and teach children to sail. The children might even help build these boats as a part of the handcraft program.
5. Make available through the public library bookmobiles on a city-wide playground run. Distribute both books and phonograph records.
6. Sponsor fly tying and bait casting. If an adult club devoted to these activities exists in the community, its members might be willing to volunteer their services as teachers.
7. Equip the playgrounds with miniature playhouses, beautifully designed and constructed to scale, as has been done in New York City.
8. Provide well constructed and equipped nature museums.
9. Conduct family night programs with the entire family coming to the playground, bringing a box dinner, participating in games, and singing, and watching a drama or home talent show and possibly a movie.
10. Conduct surveys and public hearings as a means of determining needs and interests.<sup>24</sup>

## RECORDS AND REPORTS

An essential feature in the proper administration of a playground or a system of playgrounds is the keeping of adequate records and the compilation of official reports. Since playground leaders must discharge numerous responsibilities and often have very large groups of both youth and adults under their supervision, records required from them should serve an important purpose and be easy to make and keep. Records should be adequate for the needs of the playground and so devised that permanency is both possible and probable. Record keeping should be a means to an end, never an end in itself. Among

<sup>24</sup>Walter L. Scott, "Enriching the Recreation Program," *Recreation*, January, 1949, p. 436

the ends to be served by an adequate system of playground records are the following

- 1 Collect information for use in justifying budget requests
- 2 Comply with legal requirements
- 3 Provide accurate accounting of playground funds
- 4 Determine total costs of various phases of the program and also the costs per person participating
- 5 Furnish accurate information on services rendered
- 6 Secure data for use in program of public relations
- 7 Provide information for use in evaluating the playground program

Butler has compiled a comprehensive list of records and reports of value in the operation of a playground system

### *1. Records of Playground Service*

Annual or seasonal reports of the department  
Annual or seasonal reports of individual playgrounds  
Annual or seasonal reports of special supervisors  
Weekly or monthly reports of playground directors and supervisors  
Duly attendance reports  
Records of the use of special areas such as pools and tennis courts  
Daily, weekly and seasonal programs of the department  
Programs of all special events leagues, community nights, tournaments  
Suggestions for new activities  
Radio programs presented  
Programs of training institutes

### *2 Personnel Records*

List of all employees, personnel and service records and assignments  
List of all junior and volunteer leaders with addresses and reports of service  
List of cooperating leaders, city officials parents or organizations (Such a list may also be kept by individual playgrounds )  
List of persons granted permits for tennis and other special facilities  
Rosters of teams, clubs or organizations affiliated with the department or using its facilities  
List of persons registered on the playgrounds and enrolled for special activities (Sometimes registration lists are kept on the individual playgrounds only )  
Winners in city wide leagues, tournaments or contests (Each playground will record winners of its special events or contests )

List of persons attending training institutes conducted by the department  
 List of persons who have won and received playground awards

### 3. *Administrative Records*

Constitutions or charters of all clubs organized by or affiliated with the department  
 Copies of all publicity and other material published by the department  
 Weekly forecasts  
 Records of special relationships or cooperative projects  
 Schedules of special workers  
 Reports of supervisors  
 Complaints filed with the department  
 Record of serious playground accidents  
 Schedules of playground hours and seasons  
 Copies of all bulletins, manuals, instructions to workers, directories, issued by the department  
 Copies of all forms adopted for use

### 4. *Property Records*

List of all playgrounds, their acreage, location, date and method of acquisition, facilities and equipment  
 Blueprints and sketches for all playgrounds, showing general, grading, drainage, water and sewer and planting plans  
 Blueprints and sketches for all buildings, special facilities and equipment  
 Surveys—topographic, soil  
 Cost estimates or records of construction of areas and facilities  
 Detailed specifications  
 Facility permit records

### 5. *Financial and Business Records*

Budgets—work sheets, classifications, estimates, requests, official budget  
 Receipts—sources, amounts, disposition (Records are also kept on the individual playgrounds )  
 Expenditures—detailed statement of expenses based on budget authorization  
 Bookkeeping and accounting records of various types  
 Cost records for development and operation of areas and facilities  
 Time sheets and payrolls  
 Purchases—materials ordered, guarantees, quotations, deliveries  
 Contracts—bids sought and received, agreements and contracts entered, reports of work or service  
 Inventories—for the department and for individual playgrounds  
 Insurance—list of policies covering fire, tornado, accident or other types

**6 Official Organization Records**

Minutes of board meetings

Resolutions and policies adopted by the board

Reports to board by superintendent or others

Correspondence relating to business of board or department

Legislation relating to board or department

List of appointments and service record of board members

Court actions affecting the board or department

Report of special studies and surveys

In addition to these records a library should be provided in the department office, and a limited one on every playground <sup>55</sup>

***The Attendance Report***

No completely satisfactory method of recording attendance has yet been devised though a long step forward was taken in 1938 when the National Recreation Association appointed a committee of recreation executives to study the problem. This committee recommended adoption of the following formula: Multiply the peak attendance for the morning by 2, the afternoon peak count by 2.5 and the evening peak count by 1.5.

Since the attendance record constitutes a tabulation of visits by different individuals to the playground during each of its three sessions per day, it is obviously impossible to secure an accurate count of persons attending simply by counting those present at the peak period of each session and adding the totals together. If the peak period of the afternoon is at 3:30, any count taken at that time will fail to include those who were in attendance earlier in the afternoon but who left the ground before 3:30, and it will miss those who came to the ground in the afternoon after the count was taken. It is for this reason that the above-described plan was adopted based upon a formula arrived at after considerable research conducted in 43 cities.

The formula has certain grave weaknesses. It cannot be used to record the attendance of spectators at special events; it applies only to playgrounds with diversified programs; it functions effectively only on summer playgrounds; it fails to give a true accounting of attendance at those playgrounds where certain unique or unusual conditions

<sup>55</sup> George D. Butler, *Playgrounds: Their Administration and Operation*, A. S. Barnes and Company, 2nd ed. 1950 pp. 311-313.



LONG BEACH RECREATION DEPARTMENT  
WEEKLY ATTENDANCE REPORT

AREA OR CENTER

A-B	FORENOON		AFTERNOON		NIGHT		TOTAL FOR DAY	
	CHILD.	ADULTS	CHILD.	ADULTS	CHILD.	ADULTS	CHILD.	ADULTS
SUN.								
MON.								
TUES.								
WED.								
THURS.								
FRI.								
SAT.								
TOTALS								

[illegible]

WEEKLY SUMMARY						WEEK ENDING _____ 1964 _____	
	PARTICIPANTS		SPECTATORS		TOTALS		
	CHILD.	ADULTS	CHILD.	ADULTS			
A B							
C							
D							
TOTALS							

[illegible]

INSTRUCTIONS: The spatial input system (C) is self explanatory with one exception. The source reference S and A are for checking to indicate whether the area was surveyed or assessed (this is explained to the survey group before they enter the Response Department but among public houses and/or taverns owned by the Government and British citizens with participating foreign interests, the survey group is hereby limited to these premises as the area has not been visited since the end of the war. When domestic duty is maintained in station S, Section D is not being administered in the case of private houses and/or taverns. Please complete this survey booklet in not less than five pages.

6472



prevail, it is misunderstood by many people who accuse recreation personnel of "padding" the attendance report; and it fails to record intensity of participation. One child may come to a playground, play one game of checkers lasting five minutes, then leave the ground and not return for the remainder of the session. Another child participates intensively in a varied program over a three-hour period. Yet both are equal in the sight of the attendance report. Despite these faults the formula represents the best method yet devised for the recording of attendance. Departments should adopt it, experiment with it, refine it, and report their results to the National Recreation Association.

Long Beach, California, uses the formula in connection with a report form which furnishes valuable information not generally available from the usual attendance blank. A list of instructions to workers on how to make out the report follows:

#### RECREATION DEPARTMENT CITY OF LONG BEACH

##### METHOD OF PREPARATION OF WEEKLY ATTENDANCE REPORT

##### Section A-B (General Attendance)

1. Multiply the peak attendance for the morning by 2, afternoon by 2.5, and night by 1.5.
2. Compute each entry as the nearest whole number; do not use fractions which may result from multiplication by the attendance formula.
3. Total the attendance *each day* and for the week and enter in the Weekly Summary box in the participant column opposite A-B.

##### Section B (Organized Groups and Major Activities)

1. Participants in the activities listed here have been counted under general attendance, hence figures for the section are not carried forward to the Weekly Summary.
2. Entries refer to activities and are not chronological; make only one entry for each activity, use work sheets to combine figures for the same activity on two or more occasions.
3. Entries are for *participants* only.
4. A regular activity which does have real spectator value should be listed under Section C—the only section of the report form which accounts for spectator attendance.
  - a. Remember that spectators are those attracted to your area by the specific activity to which they are credited—not those already on your ground who are counted as general attendance.

### Section C (Special Events, etc.)

- 1 This section is self-explanatory as to its principal purposes. One point concerning which additional information might be helpful is in connection with the vertical columns headed S and A. Whenever an outside group or organization is involved in a recreational event please check to show the capacity in which they served—whether as *sponsors* or *assistants*.
- 2 The purpose of the report form is thwarted if peak count of general attendance is made at a time which includes attendance at special events. See the time lapse provided for in the instructions on the *Weekly Attendance Report form*.

### Section D (Permit Groups)

- 1 This section is used almost exclusively in connection with permit groups using clubhouses. In such cases the status of the department worker seldom exceeds that of custodian.
- 2 Where there is a greater degree of supervision, organization or instruction, the name of the group served and the number of participants should be entered in Section B instead of Section D. The attendance should be added to the A B totals for the day, but should not be multiplied by the formula.

### FINALLY—Total all sections and complete Weekly Summary

While data recorded in the attendance report should not be so voluminous as to require an undue amount of time and effort on the part of the leaders, information vital to the improvement of the program should be recorded. Recreation officials need to know more about the individuals attending the playgrounds than simply the number and whether they are children or adults. This information is not sufficiently specific to tell whether the program for teen age girls is successful or not in terms of the numbers taking part, nor does it shed any light upon the drawing power of the grounds with reference to adult women or midget boys under twelve years of age. In so far as possible, therefore, attendance reports should provide information on the number of participants on both a sex and an age-group basis.

### The Activities Report

This is a weekly report generally combining attendance data with many other types of information, such as number of boys and girls

registered, supervisors' visits, supplies or equipment needed, repairs needed, special services required, number of organized athletic teams by sport, sex, and age classification, special events conducted during the week and attendance at each, special events planned for next week, club activities and number of boys and girls enrolled in each, time report for playground personnel, results of interplayground athletic contests, and results of inspections of ground and equipment.

### *Leader's Annual Report*

An annual or seasonal report recounting the major aspects of the work during the period recently completed is required by some departments. The report also includes recommendations for the future. This type of report is important for a number of reasons. It may serve an appraisal or evaluative function, provide information basic to the further development of the playground, furnish data of a historical nature, and be of great value to a new director next season.

The Recreation Department of Decatur, Illinois, requires its leaders to file an annual report for each playground. Much of the report deals with suggestions for improving the playground next year in the light of this year's experiences. One or more questions are listed under each of the following headings: institutes, summer program, conduct of playgrounds, personnel, community reaction, rainy days, safety, hand-craft, day camp, music, dramatics, lantern parade, annual city-wide play day, athletics, singing games, square dancing, clubs, enrollment and attendance, recreation department and you, and program ideas.

### *Inventory of Supplies and Equipment*

Proper administration requires the establishment of measures to safeguard the department against the unnecessary loss of playground equipment and supplies. One of these measures is the inventory which, if efficiently maintained, enables the director to know at all times the number of different items he should have on hand. A record of the equipment and supply items issued to each playground is essential also if an accurate accounting is to be made of the costs of each playground. Form 9 presents an inventory blank which was developed for use in Minneapolis. It is offered here as an example of one that is easy to administer.

**MINNEAPOLIS, MINNESOTA  
BOARD OF PARK COMMISSIONERS  
RECREATION DIVISION**

Playground \_\_\_\_\_

**INVENTORY**

Period Beginning \_\_\_\_\_  
Period Ending \_\_\_\_\_

Instructor \_\_\_\_\_

**EQUIPMENT AND SUPPLIES**

Item	Beginning Inventory	Received During Period	Ending Inventory	Item	Beginning Inventory	Received During Period	Ending Inventory
Alcohol-plant				Quarts, rope			
Balls, base				Ring, jaw, rubber			
Balls, basket				Rulers, school 12"			
Balls, foot				Sandpaper			
Balls, soccer				Scissors, school			
Balls, table tennis				Shallot			
Balls, volley				Siron			
Bags, bean				Saw, coping, blades			
Bases				Saw, coping, holders			
Bats, baseball				Standards, quilt			
Bats, softball				Standards, high jump			
Bats, table tennis				Tables, checker			
Board, bean bag				Tables, picnic			
Board, ring toss				Tables, recreation			
Brads 1/2				Tables, tennis			
Brushes, 1/2				Tacks, thumb			
Brushes, 1				Turpentine, pint			
Brushes, 2"				Varnish			
Brushes, water color							
Clamps, table tennis							
Clay, prepared, 1/2 lb.							
Colors, water - box							
Colors, refills							
Crayons				First Aid Kit			
Croquet, set				Keys, building			
Enamel, 1/2 pint				Keys, police			
Glue, liquid 1/2 pint				Locks, pad			
Hammers, small				Goal-41			
Hacksaws				Balance beam			
Nails, 1/2				Football down-box			
Nets, table tennis				Football yardsticks			
Nets, valley ball							
Paper, construction							
Paper, crepe							
Paper, poster							
Paste, 1 lb.							
Pins, bomb							
Pins, candle							
Pump, hand							

Any losses are to be accounted for on reverse side of this sheet.

I certify that the above inventory is correct

Instructor - Payroll No. \_\_\_\_\_

**Requisition Forms**

As equipment and supplies wear out, playground leaders will need to requisition replacement items. These requisitions should be in writing for purposes of the record. Leaders should anticipate their needs and file their requisitions long enough in advance to prevent any disruption of the program as a result of a lack of supplies. Form 10 is a requisition blank used in Decatur, Illinois.

Recreation Department

Decatur, Illinois

Requisition Blank

Name of Location \_\_\_\_\_ Date \_\_\_\_\_

MATERIAL REQUISITIONED			MATERIAL RETURNED	
No.	Item	No.	Item	Condition

Requisitioned by \_\_\_\_\_ Approved by \_\_\_\_\_

Delivered by \_\_\_\_\_ Received by \_\_\_\_\_

FORM 10. Requisition Blank

**SUPPLIES AND EQUIPMENT**

Balls, bats, nets, slides, swings, and handcraft materials are to a playground what books, maps, charts, and globes are to a geography class—the tools by means of which achievement of the purposes of the program is facilitated. The primary question to be considered in the selection of these items, therefore, is this: What values do we seek on this playground and what supply and equipment items will best enable us to realize these values? Although such factors as economy

and space unfortunately often impose restrictions upon one's choice of supplies and equipment and high pressure salesmanship and tradition frequently exert an unwholesome influence a careful analysis of values sought should be the basis for determining equipment needs

The term "supplies" is used to designate those expendable items whose life is relatively short, such as balls bats and nets The term "equipment" relates to those more durable items such as swings basketball goals and volleyball standards

### *Procurement*

Sound administration provides that the preparation of lists of supplies and equipment needed for the next playground season shall be a cooperative undertaking by administrative and supervisory personnel leaders and all other recreation workers using particular supplies and equipment The people who use these items constantly in the conduct of programs are in a better position to judge of their adequacy than is the administrator whose relationship with them is relatively remote The principle of creative participation should be applied to the problem of procurement of supplies

Equipment and supply items needed in large amounts should be purchased on bid as a considerable saving of department funds can be effected by so doing If the community is of sufficient size to have a central purchasing agency the buying of recreation supplies and equipment generally will be handled by this agency in close cooperation with the recreation department Steps in the process of calling for bids include the listing of exact specifications for each item setting delivery terms publication of notice that sealed bids will be received, notification to bidders of the time and place at which bids will be opened examination of the bids and awarding of the purchase contract to the bidder judged by the recreation commission to have met the specifications at the lowest price

A purchasing policy should be established by the recreation commission as a guide to action in this important phase of administration The policy should stipulate which official has the power to purchase the kinds of supplies and equipment that may be purchased without special authorization from the commission the amount of money that may be spent in a given transaction by the purchasing officer under



what provisions discounts may be secured, how cash disbursements may be made, and what items are to be purchased by competitive bidding. Since economies with no sacrifice of quality are possible only when large orders are placed, smaller departments might well consider the feasibility of combining with one another in a cooperative buying program.

When supply and equipment items are received, they should be checked carefully against the department's copy of the purchase order to ensure that the items received are identical in quantity and quality with those ordered.

### *Storage*

A good storage room is of primary importance in the proper care of supplies. A central room, or warehouse in the larger cities, may be used to store supplies for the entire department. This room, or warehouse, should be well ventilated, adequately lighted, and remain cool and dry throughout the year. Every precaution should be taken to guard against the fire hazard. By the proper use of shelving much space can be saved and the handling of items facilitated. Steel shelving is preferable to wood as it is easier to keep clean and lasts indefinitely. Where wood is used for shelving, space should be left between boards to permit free circulation of air. Fine mesh wire has proved to be effective shelving material, especially for balls.

Adequate records should be kept of materials stored in the central warehouse. These records will include accounts of the receipt of all supply items and of their issuance on the basis of approved requisitions. A general inventory is essential. Playground personnel will find it desirable to draw supplies from this central reservoir in sufficient quantity to keep their individual inventories at a high level.

On the individual playground where a shelter house or school building is available, a small room reserved solely for the storage of supplies is desirable. This room should be kept locked except when an attendant is in immediate charge. Since many playgrounds have no buildings on them, other arrangements for the storage of supplies must be made. This problem frequently is solved, although not entirely satisfactorily, by the provision of large boxes with shelving built in and sheathed with metal to keep out the rain.

*Issuance and Care*

Playground leaders must be extremely careful to establish adequate control measures over the issuance and use of supplies and equipment. Failure to do so may result in the loss of many valuable materials especially on the larger playgrounds. The leader who proceeds on the assumption that all children are honest is due for a rude awakening. In issuing materials the name of the receiver should be noted along with the item received. He is then held responsible for its return. Butler suggests "A practical method of dealing with this situation is to set up in one card file the names of all persons using equipment and in another an index of every piece of equipment in use. When a person checks out an item, his card is removed from the name file and placed in the equipment file under the item checked out. When the equipment is returned the name card is put back in its own file."<sup>26</sup> A committee on supplies, comprised of children attending the playground and headed by an efficient chairman, can be of great assistance to the playground leaders by relieving them of the routine task of issuing and receiving the numerous items handled each day.

An excellent opportunity is presented playground leaders to utilize supplies as a means of achieving desirable goals not directly inherent in the activity itself for which the supply item is intended. The administrative principle that *all facilities, activities, and services should be made to yield as large a return as possible* lends support to the efforts of leaders to use supplies as a means to

- 1 Developing in children an appreciation of what the community is doing for them and some idea of the costs of this service
- 2 Developing respect for public property and concern for its protection as a common possession and responsibility
- 3 Developing a sense of moral responsibility or honesty
- 4 Strengthening the social and cooperative impulses while moderating the selfish tendencies. This may be done by leading children to appreciate the importance of sharing the supplies and equipment
- 5 Expanding the knowledge of children, deepening their appreciations, and increasing the meaningfulness of their experiences

<sup>26</sup> *Ibid*, pp. 40-41

A basketball should be far more to a child than simply a round object he attempts to throw into a basket. All of his experiences with this game become more significant if a basketball means to him, among other things, the expenditure of a certain sum of money, for a ball measuring 29 to 30 inches around and weighing between 20 and 22 ounces, covered with leather secured from a steer, cow, or calf, inflated with from seven to nine pounds of air pressure, and used in games by hundreds of thousands of players and attended by approximately 90,000,000 people annually in the United States. It should also mean to him James Naismith, his peach basket, and the Young Men's Christian Association College of Springfield, Massachusetts in 1891.

It may be said that all this is not essential to the playing of basketball, that is true. Nor is it imperative that a traveler stopping to view Independence Rock, that historic landmark of the Oregon trail in central Wyoming, know anything about the history of the westward movement. Let him look as he will, he sees only a rock and nothing else. But another traveler sees a ghostly cavalcade of horses, mules, oxen, covered wagons, and travel-weary pioneers emerge from the pages of history of a hundred years ago, stop a while to rest from their struggles through this chaotic, tortuous country, carve their names on this turtleback of reddish gray stone and then wind slowly away over the horizon to the southwest—if he knows about it. A knowledge of history transforms an otherwise ordinary rock into a landmark of tremendous historic significance and greatly enriches the experiences of those who view it. To a lesser degree, but in a similar manner, the experiences of children may be enriched by leaders who see a story in every piece of equipment and are willing to relate these stories to the players.

An efficient program of care and repair is essential if maximum service is to be provided. The following suggestions will be helpful in prolonging the life of game materials.<sup>37</sup>

- 1 Do not allow good leather balls to be used outside on damp or rainy days. If they do become wet, inflate them almost to normal playing

<sup>37</sup> Many of the suggestions listed here are based upon materials appearing in Virginia Bourquardez and Charles Heilman, *Sports Equipment—Selection, Care, and Repair*, A. S. Barnes and Company, 1950.

- pressure before drying Do not place them near heat to dry them out as this may crack the leather
- 2 When in use check balls daily and keep them properly inflated Never overinflate a ball as this strains the fabric lining An air pressure gauge should be used to determine the amount of air in a ball
  - 3 Forbid children to sit on inflated balls or to kick volleyballs or basket balls
  - 4 Do not permit children to throw the various types of paddles used on the playground nor to strike objects other than those for which the paddles were designed
  - 5 Shuttlecocks for aerial tennis should be very carefully taken care of Humidify birds three or four hours before using them Store the shuttle cock with the feathers up in a wire grill or cardboard with space cut out to fit the base When the feathers are completely worn out the rubber tips should be salvaged as new feathers can be substituted for the old ones
  - 6 Teach the child to hold the trademark up when batting and to refrain from using the bat for pounding or striking objects other than a ball
  - 7 Croquet mallets often are badly misused Insist that the mallet be swung with both hands back between the legs especially in the game of croquet golf Construct your own mallet heads if possible
  - 8 Volleyball and paddle tennis nets should be repaired immediately when broken cords appear
  - 9 Softball and baseball bases should be brought inside at night and during wet weather Local tent and awning companies can produce a softball base far superior to the ordinary commercial product
  - 10 Repair broken stitches immediately in leather covered stitched balls Clean rubber balls with a damp rag or with soap and water if oil and grease are on the ball Do not use cleaning solvents as they may soften the rubber Repair punctures in rubber balls by application of a cold patch
  - 11 Take twine nets indoors during wet weather Slacken rope cables at end of day Repair all breaks in the twine immediately Dip cord tennis nets into commercial creosote once during the season and before storing

### *Equipment and Supply Items*

Form 9 on page 187 indicates the kinds of supply and equipment items in general use on playgrounds Supplies and equipment not appearing on this list but frequently provided include

Aerial tennis shuttlecocks	Pail
Bowling game	Rake
Box hockey frames	Rubber balls for small children
Broom	Shovel
Bulletin board	Shuffleboard sets
Catcher's mask, glove, chest protector, and leg guards	Sledge hammer
Hit pin bases	Softballs
Horseshoe stakes	Sprinkling can
Jumping ropes	Table games, as checkers, Chinese checkers, caroms, chess and dominoes
Lime	Tennis balls
Loop tennis	Tool board
Paddle tennis balls	Washer sets
Paddle tennis nets	Whistle
Paddles for various games	

Handcraft supplies may be quite numerous and varied, depending upon available funds, facilities, and abilities of the leaders. Many playground leaders have made extensive use of scrap materials in the handcraft program utilizing such waste materials as discarded ice cream containers, tin cans, scrap leather, metal, wood, and cloth, and even such items as pine cones, acorns, and corncobs. Butler recommends the following list of basic tools, equipment, and supplies for a handcraft program: "hammer and nails, coping saw and blades, paring knife or jackknife, needles and thread, scissors, sandpaper, paste, crayons, water colors, paint or enamel and a paint brush. Additional desirable items are: files, eyelet punch, awl, plane, pliers, tin snips, vise, razor blade and square, crochet hook, pins, dowels, screws, string, dye, several stains, shellac, glue, turpentine and brushes."<sup>33</sup>

### *Apparatus*

Playground apparatus is desirable because it develops the body, children enjoy it, it provides for the development of skills, and it makes possible the caring for a larger number of children than would otherwise be true. Furthermore, it has value in the building of certain

<sup>33</sup> George D. Butler, *Playgrounds Their Administration and Operation*, A. S. Barnes and Company, 2nd ed., 1950, p. 31.

social qualities, permits a variety in the program, tends to prevent too much organization, and helps relieve the pressure on the leader by giving children something worthwhile to do at all times. Apparatus also gives back to the city child opportunities for a type of highly satisfying activity which the city has taken away from him, namely, a chance to swing and hang, and climb without getting into trouble and without too much danger.

While apparatus is equipment it is a specialized type of equipment and deserves separate consideration at this point. As is the case with all kinds of equipment, supplies, and activities the values of the different pieces of apparatus vary greatly. The selection of apparatus, therefore, should be made carefully in the light of certain accepted criteria such as the following:

- 1 The apparatus should accommodate as large a number of children as possible
- 2 It should be relatively nonhazardous
- 3 It should have a biological appeal and should help meet the developmental needs of children
- 4 Children should enjoy using it
- 5 It should not be too costly and should require but little upkeep
- 6 It should fit into the space available

On the basis of these criteria it is recommended that the following types of apparatus be provided for a playground serving primarily children over five years of age:

Chair swings

Horizontal ladder

Low climbing device

Sandbox

Slide—8' high and approximately 16' long

Swings—frame 12' high (set of 6)

Triplex horizontal bar

Ideally, apparatus should be concentrated in an area segregated from the playground proper. If ample space exists between a fence and a path leading from the school building or shelter house to the playground, this usually is an excellent location for apparatus. Care should be taken to leave sufficient space around the various pieces of equipment so that children playing on, or dismounting from, one will not

injure those on another. If the climbing device is too close to a fence or to other apparatus, children may attempt the hazardous feat of jumping from one to the other.

On school playgrounds it is generally best to locate the climbing device and sandbox near the school building, as they will be used chiefly by the younger children. It should not be necessary to cross game areas to reach any of the apparatus, nor should apparatus be located adjacent to ball diamonds or other game facilities, because of the hazard both to the ball players and to the children playing on the apparatus. Where an isolated area does not exist it is best to group apparatus along one side of the playground in such a way that the lines of motion of children using it are parallel. The ground underneath the horizontal ladder and the horizontal bars should be kept soft by spading or excavated and filled with sand, shavings, tanbark, or sawdust.

### *AREAS AND FACILITIES*

The extent to which the values of a playground are realized depends partially upon the nature of the physical plant within which the program is conducted. A well-planned playground will:

1. Provide for the safety of its users by eliminating those unnecessary "built in" hazards so frequently found on public playgrounds.
2. Meet the test of functionalism by such provisions as locating close to one another areas used by the same age group or areas for the conduct of similar types of activities; by locating softball diamonds and other facilities to which large crowds are attracted close to avenues of approach, so that spectators will not be required to cross major play areas to get to the games, and by placing the area for small children near an entrance or, if a school playground, near the school building.
3. Be laid out in such a manner as to prove economical of operation. Proper grading and drainage will eliminate the necessity of spending large sums of money to repair washed-out sections of the playground after heavy rains. Certain types of surfaces are more lasting than others and building construction must be of a sturdy nature to withstand all the vicissitudes to which buildings on public playgrounds frequently are exposed.

4 Be attractive A playground should be a place of beauty and will be if properly designed and landscaped Enhancement of the esthetic quality of a playground can be achieved through the artistic use of trees, shrubs, grass, attractive building materials, intelligent utilization of natural features, proper design, and an adequate maintenance program

### Standards

A standard is a measure of quality or quantity and has value both as a guide and an incentive to communities in the development of their playground areas and facilities Where standards do not exist there are no levers with which to pry backward communities out of their lethargy nor goals challenging the progressive to exceed them Since standards are expressions of the opinions of individuals and groups at any given time, it is apparent that as conditions change needs expand, and points of view alter, standards will be modified There is therefore nothing sacred nor permanent about a standard Today's standard is rejected as inadequate for tomorrow's needs

Standards for the neighborhood playground proposed by the National Recreation Association are listed here

1 Size Since the acreage needed varies with the population of the neighborhood this standard suggests the following

<i>Population of Neighborhood</i>	<i>Size of Playground</i>
2000	3.25 acres
3000	4.00 acres
4000	5.00 acres
5000	6.00 acres

One acre of playground space per 800 population is recommended for a city as a whole

2 Location The playground should be located as near the center of the area it is to serve as possible The elementary school site generally provides a desirable location for the neighborhood playground Careful consideration of the safety factor will preclude location of the playground near such hazards as arterial highways railroads and industrial plants The playground should be in clear view when ap



proached on the highway from any direction. There should be a playground within one-quarter mile of every home in congested neighborhoods and within one-half mile of every home in low density areas.

3. *Features or divisions.* The well-planned playground is laid out in such a manner as to meet the needs of various age groups participating in different kinds of activities. Just as a school building has its separate classrooms, gymnasiums, laboratories, library, auditorium, and shops, so does a playground have its separate sections or divisions designed to facilitate the expression of a recreational philosophy. Facilities are a means to the attainment of the purposes of the playground program. While all playgrounds may not possess all of the following features, those listed here have proved their value and are recommended:

- a. *Area for preschool children.* This usually is an isolated corner of the playground with a low fence or hedge around it, providing protection for the young children using it. Equipment includes a sandbox, chair swings, low slide, low climbing structure, such as a junglegym or castle tower, a shallow wading pool, low tables with built-on seats, and comfortable, shaded seats for mothers. A grass surface is desirable.
- b. *Apparatus area for older children.* This area is described in a preceding section of this chapter.
- c. *Open space for informal games.* There is a danger of overorganizing the play activities of children and overemphasizing the highly competitive aspects of sports, especially for children too young for this kind of recreation. Joseph Lee, speaking of recreation for the Big Injun age, from six to eleven years, says:

It is accordingly a great pity that children of the Big Injun age in our cities are so much under the influence of their older brothers—who in turn are too much led by the newspapers and by grownup opinion—so that they think the only games worth the serious attention of a young man of seven or eight years old are baseball and football as played by the professional or college teams. The greatest specific need of American play life at the present time is the revival on a national scale of the informal, happy-go-lucky, laughing, fooling, loosely organized games like three deep, hill dill, old man on the castle, puss in the corner, and, as a halfway station toward the solemnities of the major games, some form of prisoners' base. It is a good thing to be foolish in the right place, and

surely there is no righter place for foolishness than wherever you happen to be when you are seven years old <sup>39</sup>

This area provides the space wherein children may enjoy the kinds of activities to which Lee refers

- d *Hard-surfaced areas for tennis shuffleboard handball roller skating, paddle tennis basketball and dancing* Some of these surfaces may be used for various activities and are then called multiple purpose areas For example a single unit may be utilized for tennis roller skating paddle tennis basketball dancing one-wall handball provided it is equipped with removable net and goal posts. The major objections to the multiple purpose areas are two-fold (1) to serve a variety of purposes they frequently serve none effectively as a surface appropriate for dancing is inappropriate for tennis and (2) on well attended playgrounds several of these activities should be going on at the same time and therefore need their own separate facilities If funds space and need exist it is well to construct separate facilities for most of these activities
- e *Area for team sports* In this section will be located softball diamonds touch football fields space for hit pin baseball and other team sports of a highly organized nature This is the largest single division occupying more than one half of the total space on many playgrounds It is located usually a greater distance from the center of operations than any other area since it is used by older boys and girls and adults who require less supervision than do the younger children

Backstops of ball diamonds are commonly located in the corners of this area so that balls are batted toward the center of the space rather than toward play areas used by other children or toward the street Where backstops are located near the sides of the playground they should be of a hooded type to protect passers by from the hazard of foul balls Ample provision must be made for the conduct of activities for girls Although this area is primarily for team sports other games such as croquet golf loop tennis horseshoes and aerial tennis may be played along the sides of the field

- f *Area for dramatics handicraft music, storytelling and quiet games*

<sup>39</sup> Joseph Lee *Play in Education* The Macmillan Company 1926, pp. 197 198 by permission of the National Recreation Association.

Characteristic features of this area include shade, tables and benches, outdoor stage, folk dance platform, an isolated corner for storytelling, and a grass surface.

The outdoor stage may be nothing more than a shady corner of the playground with some shrubbery or trees as a backdrop. With the assistance of a few simple props the children, as did Shakespeare, will call successfully upon their audiences to "piece out our imperfections with your thoughts" and transport them to the Land of Make Believe by a young narrator's prologue.

In Lakeside Park, Oakland, California, a real Land of Make Believe has been constructed consisting of seventeen fairy story units, each scaled to child's size and each in an individual setting at a total cost of fifty thousand dollars. Entrance to Children's Fairyland is through a four-and-a-half-foot door located at the instep of "The Old Woman's Shoe." Among other units in the Children's Fairyland are "The Three Little Pigs," "Noah's Ark," "Three Billie Goats Gruff," "Goosey Goosey Gander," "The Merry Miller," and "Peter Rabbit." The admission fee for children is nine cents and for adults fourteen cents. It was opened on September 2, 1950, and 220,000 people paid admission fees during the first five months.<sup>40</sup>

Very few cities will be able to finance a project of this magnitude, but all playgrounds can capitalize on the general idea by constructing at least one miniature unit each summer in its hand-craft classes.

- g. *Area for older people.* If the principle is sound that playgrounds should serve *all* the people, then provision should be made on a modern playground to meet some of the recreation needs of men and women in the upper age brackets. An area developed and reserved for their exclusive use, at least during certain hours of the day, will make an outstanding contribution to the lives of these people. Equipment and facilities in this area will include benches, tables, shuffleboard, croquet, roque, horseshoe, and giant checker-board courts, and a pavilion for such games as chess, dominoes, checkers, cribbage, euchre, bridge, rummy, and other card games, and bowling greens. Plenty of shade is important, as is segregation from the children's areas.

<sup>40</sup> William Penn Mott, Jr., "Children's Fairyland," *Recreation*, September, 1951, p. 198.

- h *Shelter house* The playground shelter house serves a variety of functions other than that of providing shelter during inclement weather. The building may be used as a place for group meetings, informal recreation and supervised activities such as dancing, social recreation, quiet games, handcraft and music. It may consist of the following units:

Recreation room—approximately 400 square feet of floor space

Recreation—shelter porch

Toilets

Drinking fountains

Office

Storage room for recreation supplies

Storage room for maintenance equipment

Custodial closet

Heating unit room<sup>41</sup>

Desirable additional units might include a kitchen, clubrooms, stage, dressing rooms and locker rooms.<sup>42</sup>

- i *Wading pool* Among younger children this is one of the most popular facilities on the playground. A recent issue of the *Recreation Year Book* reports a total of 1861 wading pools in 547 cities. Butler states: "Most circular pools are between 35 and 50 feet in diameter; rectangular pools about 25 by 40 feet have proved very satisfactory for the average playground. The rectangular pool is generally the cheapest to build."<sup>43</sup> The pool should be built of cement concrete with the water not more than twelve inches deep at its deepest point. Deeper pools become semi-wading and semi-swimming pools with the evils of both and the virtues of neither.

There is no question about the enjoyment children derive from wading pools. However, the case for pools is by no means a clear one. Many leading thinkers in the field of recreation seriously

<sup>41</sup> The National Facilities Conference. *A Guide for Planning Facilities for Athletics, Recreation, Physical and Health Education*. The Athletic Institute, 1947, pp. 74-76.

<sup>42</sup> An excellent and detailed discussion of this problem will be found in William Frederickson, Jr., "What Should Be Included in a Public Playground Clubhouse Building," *Quarterly Bulletin of the American Recreation Society*, November 1950, p. 7.

<sup>43</sup> George D. Butler, *Recreation Areas—Their Design and Equipment*. A. S. Barnes and Company, 1947, p. 32.

question their desirability. At least one state recreation association and several state and local health departments have opposed the operation of wading pools. Opposition to the pools is based largely upon the charges that they are exceedingly insanitary, hazardous, expensive to construct, maintain, and supervise. These opponents of the wading pool recommend the spray pool or slab in its place. The chief Sanitary Engineer of the Department of Public Health, State of Illinois, condemns the use of the traditional wading pool for sanitary reasons and states: "Because of the difficulties attendant in the provision of safe wading pool water quality, it is our policy to recommend to those considering the construction, or reconstruction, of children's pools that they install or convert a unit which is equipped with spray heads and in which no standing water is allowed to accumulate."

Spray pools usually have a concrete base with a low curb and a pipe in the center of the basin with one or more spray nozzles. A drain in the center carries off the water. These pools vary both in size and shape and frequently are used for roller skating and dancing.

The present argument over wading pools<sup>44</sup> is one to be decided not on the basis of empirical judgments but rather upon factual data carefully collected and thoroughly analyzed. Health departments can conduct a series of scientific tests to determine if the water in wading pools is kept in a sanitary condition or not, and accident frequency studies may be made to reveal the degree of hazard involved. The apparent absence of such studies on a widespread basis discloses one of the major deficiencies characterizing the field of recreation at the present time—lack of adequate research.

### *Surfacing*

No completely satisfactory solution to the problem of playground surfacing has yet been proposed. Three major aspects of this problem are: (1) dust elimination; (2) provision of multiple use areas; and (3) surfacing under playground apparatus. Turf is the ideal surface

<sup>44</sup> See George D. Butler, "Wading Pools—An Asset or a Liability," *Recreation*, April, 1951, p. 14.

for most playground activities but heavy usage kills the grass with resulting dust in dry weather and mud in wet weather

Many cities have experimented with different types of materials for hard surfaced playgrounds. Among these materials are various kinds of asphalt, cut back tar and pelletized rubber. Los Angeles, California and Kansas City, Missouri are two cities which have constructed large numbers of asphalt playground surfaces. Over a period of years this surfacing proved to be satisfactory to most of the people concerned. Within recent years, however, the occurrence of two fatalities in Los Angeles when children fell from apparatus onto the hard surface underneath resulted in widespread criticism of the surfacing and the recommendation by a Citizens Advisory Committee on Playground Surfacing "That some type of protective material capable of absorbing the shock of a falling body be installed at the earliest possible time under the following pieces of equipment and in the following order:

- a Multiple climbing trees (kindergarten and primary grades)
- b Horizontal ladder (kindergarten and primary grades)
- c Low bars (2) (kindergarten and primary grades)
- d Traveling rings (grades 3 through 6)
- e Climbing poles (grades 3 through 6)
- f Horizontal ladders (grades 3 through 6)
- g Swings (primary grades)
- h Giant strides (grades 3 through 6)
- i Slides (kindergarten and primary grades)<sup>42</sup>

Zaun reports that nineteen different types and kinds of surfacing under apparatus have been installed and tested in the Los Angeles City Elementary School District since the experiment began in the spring of 1949 and that the search for a satisfactory surface is continuing. The materials used were sponge rubber, interlocked rubber mats, Safety surf, covered sponge, Rubatex, Moltex, cork tile sheet, rubber self-curing rubber, Stancol, bitumals, Grasstex, aircell rubber mats, Parafall and six variations of these products.

Most of the materials have proved unsatisfactory either as to durability or shock absorption or both. Some have merit but none has

<sup>42</sup> Mimeographed Report on School Playground Surfacing, Los Angeles, California, 1951.

proved to be entirely practical. Parafall<sup>46</sup> "seems to offer the most promise in satisfying requirements of shock absorption, durability, and low upkeep. It is expensive, approximately \$1.00 per square foot. But this high initial cost seems likely to be offset by its apparent long life. . . . Our experience seems to indicate that maintenance problems could be solved with a spray gun"<sup>47</sup>

A questionnaire study, conducted by the National Recreation Association's Committee on Surfacing Recreation Areas, reveals that park and recreation executives rate sand and dirt as the most satisfactory surfaces under apparatus, from the standpoint of safety. However, these two surfaces are most frequently rated as bad from the point of view of maintenance. Asphalt and cement are considered most satisfactory as to maintenance but least satisfactory as to safety.<sup>48</sup>

One of the great advantages of the hard surface is the fact that lines for all kinds of games can be painted on it. Los Angeles uses a color scheme to identify lines for various games. Through the use of a plastic type paint applied to the asphalt, a smooth surface may be provided for such activities as dancing, skating, and shuffleboard.<sup>49</sup>

The use of pelletized rubber as a playground surface is in its infancy, and no conclusive evidence is yet available as to its effectiveness. Recreation officials in Cincinnati, where a pelletized rubber playground surface has been laid, report that it is resistant to water penetration, does not "bleed" in hot weather, is extremely resilient, and shows great promise for the future. While it cannot be used for such activities as dancing, shuffleboard, or roller skating, apparently it can be used on tennis courts.<sup>50</sup>

There are many real advantages to a hard surface for playgrounds. It eliminates dust, makes possible use of the playground in all kinds of weather, and facilitates play through the painting of game lines. On the other hand, construction costs are high and certain activities such

<sup>46</sup> For details relating to installation procedures see Rollen E. Brown, *Parafall Slab Construction as a Safety Cushioned Surface for Playgrounds*, Southern Chemicals, Inc., Los Angeles, California.

<sup>47</sup> Cecil Zaun, *A Report from Los Angeles*, Mimeographed report of a talk before the School and College Conference, National Safety Council, October, 1952.

<sup>48</sup> "Surfacing Under Fixed Apparatus," *Recreation*, June, 1952, p. 164.

<sup>49</sup> One such paint which has proved very satisfactory is Plastite produced by Plastik Company of America, Torrance, California.

<sup>50</sup> For complete details on pelletized rubber as a playground surface, the reader is referred to the Firestone Tire and Rubber Company, Akron, Ohio

as track and field events washers croquet golf, and horseshoes cannot be conducted satisfactorily on a hard surface. Then too children should be given an opportunity to walk, and run and play on the ground. Complete removal from contact with the earth is not good for children. For these reasons every hard surfaced playground should have some space, as much as possible in turf.

### *Lighting*

One of the most effective ways by which a community may expand and intensify its recreation services is through the lighting of its playgrounds. One lighted softball diamond is equivalent to three unlighted diamonds in so far as its use by adult teams is concerned since two games may be played after dark following the usual twilight game. Lighted facilities make it possible for many people to enjoy recreation activities who because of the time factor would otherwise be unable to do so. Lighted areas enable people to participate over a longer period of time. Furthermore in certain sections of the country during much of the summer the heat is such as to discourage vigorous activity during the day.

One of the major trends characterizing the growth of recreation facilities during the past twenty years is the development of lighted areas. Many communities have advanced very rapidly in this direction. Jefferson County, Kentucky, in 1951 had lighted 22 of its 32 playgrounds. Milwaukee, Wisconsin operated 39 lighted playgrounds out of a total of 66 in the summer of the same year while Dallas, Texas conducted activities on 24 softball diamonds, 20 picnic areas, 6 tennis courts, 3 roque courts and 11 playgrounds all lighted for night use. Jacksonville, Florida reports that 19 of its 29 areas are either entirely or partially lighted. Lighted facilities include general play areas, shuffleboard courts, softball and baseball diamonds, horseshoe courts and picnic grounds.

Perhaps the outstanding lighted play area in the United States is the Airport Playfield in Cincinnati, a 200-acre million dollar development opened for the first time in 1938. A visitor to this Playfield is impressed by the magnificent 200,000 watt lighting system, the great diversity of facilities and the large number of participants. Among the twenty or more lighted areas are the following:



Several miles of bicycle paths with 250 bicycles for rent

Golf driving range

Archery range with eight targets

Tennis courts—22

Beginners' golf course—18 holes on 30 acres

Table tennis—20 tables

Badminton—10 courts

Shuffleboard—20 courts

Canoeing—3 lakes

Picnicking—20 acres

Baseball diamonds—2

Softball diamonds—2

Horseshoe courts—6

Volleyball—20 courts

Casting

Giant checkers—3 courts

Children's playground<sup>51</sup>

A nominal fee is charged for the use of most of the facilities. Receipts in 1949 amounted to \$55,264 53

The lighting of general play and sports areas is a technical problem to be solved by competent illuminating engineers.<sup>52</sup>

## Fencing

A fence around a playground serves a number of important purposes:

1. It is a safety factor protecting both participants from the hazards of traffic and passersby from the danger of batted or thrown balls
2. A fence helps to establish an identity for the playground, thus assisting in the development of a sense of loyalty and pride in their playground among those who attend.

<sup>51</sup> Tam Deering, "Cincinnati's 200-Acre Recreation Field," *Recreation*, December, 1942, p. 513

<sup>52</sup> For detailed specifications on the lighting of various sports areas, the reader is referred to General Electric Company, *Lighting Outdoor Sports*, Schenectady, N Y, 1945, National Electrical Manufacturers Association, *Standard Floodlight Layouts for Floodlighting Sports Areas*, New York.

- 3 It lessens problems of discipline by providing a definitive area under control
- 4 It decreases the possibility of destruction to playground property as the gate can be locked at night
- 5 Children are prevented from encroaching upon the property immediately adjacent to the playground
- 6 It may be used as a backstop for certain games

Butler recommends "Chain link fabric made of copper bearing steel wire galvanized after weaving. Boundary fences are usually 6 to 7 feet in height and are constructed of either No. 6 or No. 9 gauge wire with a 2-inch mesh."<sup>53</sup>

## SUMMARY

The length of this chapter is an indication of the importance of the playground unit in relation to other aspects of the total program of recreation. A number of faulty concepts at present impede the progress of recreation departments in the operation and further development of their playgrounds. Until these misconceptions are replaced with adequate understandings and appreciations of the nature and values of a sound program of playground activities, the playgrounds of this nation will contribute to the welfare of the people in their communities far less than they are capable of contributing.

The function of administration in relation to playgrounds is to provide the conditions within which leadership can function most effectively. These administrative activities to be successful must be carried out in harmony with certain basic principles, several of which are listed and interpreted throughout the chapter.

Some ideas are presented about program construction. Activities vary greatly in value. Playground leaders should not be satisfied with the trivial and the inconsequential. Activities should be selected democratically in terms of basic human needs and interests and conducted in such a manner as to achieve values relating to the development of individuals in a democratic society. The supplementary readings that follow should receive the careful attention of all who wish to pursue further this important subject.

<sup>53</sup> George D. Butler, *Recreation Areas—Their Design and Equipment*. A. S. Barnes and Company, 1947, p. 14.

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*Films*

1. *A Chance to Play* (20 min ) Free 16mm Sound Color General Electric Company, Visual Instruction Section, Schenectady, N Y, or offices in Atlanta, Boston, Chicago, Cleveland Dallas Philadelphia Portland Ore, Salt Lake City
- 2 *Knifecraft* (11 min ) Rental \$3 00 16mm Sound Color Association of School Film Libraries Inc, 9 Rockefeller Plaza New York, N Y
- 3 *Leaders for Leisure* (20 min ) Rental \$2 50 16mm Sound Color Association Films, Inc, 347 Madison Avenue New York 17, N Y
- 4 *\$1,000 for Recreation* (12 min ) Rental \$1 50 16mm Sound The Athletic Institute, 209 South State Street, Chicago
- 5 *Playtown, U S A* (23 min ) Rental \$2 00 16mm Sound Color The Athletic Institute, 209 South State Street, Chicago
- 6 *Tin Can Craft* (11 min ) Rental \$3 00 16mm Sound Color Association of School Film Libraries, Inc, 9 Rockefeller Plaza, New York, N Y
- 7 *When All the People Play* (26 min ) Rental \$3 75 16mm Sound Association Films, Inc, 347 Madison Ave, New York 17, N Y

## Community Centers

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IN ITS social implications the rise of urbanism within the past half century equals or exceeds in importance any other phenomenon recently occurring on the American scene. An unceasing migration has transformed the United States from a predominantly rural people in 1900 to a nation of city dwellers today. In 1950, 64 percent of the population lived in cities.

The advantages of city life are many and varied. They need not be recounted here. It is seldom, however, that any great alteration in the lives of people turns out to be an unmitigated blessing. From a sociological standpoint, urbanization frequently is characterized by evils so pernicious and apparently so chronic as to threaten the foundations of our democratic society. Among these evils or inherent weaknesses too frequently characteristic of city life are:

1. Breakdown in neighborhood solidarity.
2. Narrowing of the basis of unity among men and a decrease in their points of contact.
3. Friendliness replaced by a formalized impersonality of relationships. People are physically near but socially distant. Increase in social isolation.
4. Increasing vocational specialization resulting in a decreasing concern for a common life and a common destiny.
5. Disruption of a common social life as achieved through the ice cream socials, spelling bees, and harvest festivals of the village and rural areas.
6. Weakening of the sense of civic responsibility and the spirit of cooperation for the common good.

- 7 Increasing anonymity of the individual resulting in a lack of accountability
- 8 Weakening of the moral and ethical senses
- 9 Increasing bureaucracy and its corollary absence of direct action
- 10 Decreasing opportunities for participation in vigorous activities thus resulting in biological deterioration

The presence of these symptoms of social and biological degeneration of city life constitutes a challenge to all agencies and individuals concerned with the improvement of living to put together again our disintegrated communities. In this task recreation departments can play a vital role by providing common neighborhood meeting places or community centers which will serve as social instruments to help strengthen the bonds of friendship and mutual understanding so essential to the preservation of a healthy community life. Many of the barriers which divide people and retard community efforts such as differences of race, religion, economic and social status, and education can be broken down through community singing, dancing, pageants, clubs, drama, and other forms of recreation which emphasize cooperation, friendliness, and social unity. For as Dahir puts it, "Neighborhood feeling is not the product of time or of wishing merely, or even of good physical planning alone, but of these and much living together. A section of a city or town may be well planned, new and clean and yet somehow pulseless and unsatisfactory. For friendliness based upon human associations and memories is clearly sometimes cruelly missing."

The barrenness of life in the contemporary American city may be ascribed to the fact that not enough people have really lived there.<sup>1</sup>

If the neighborhood meeting place is to be a community center or a center of community life in all its varied aspects—civic, economic, cultural, as well as recreational—recreation personnel must catch the vision of themselves as social engineers rather than as simply promoters of play activities. They and the community centers which they direct can play a tremendously significant part in the revitalizing of American democracy which cannot survive when the masses of people are in active, inarticulate, apathetic, and disinterested in civic problems. As Alinsky points out, "Great parts of the masses of our people no longer

<sup>1</sup> James Dahir, *Communities for Better Living*, Harper & Brothers, 1930, p. 932.

believe that they have a voice or a hand in shaping the destiny of this nation. They have not forsaken democracy because of any desire or positive action of their own, but have been driven down into the depths of a great despair born of frustration, hopelessness and apathy. A democracy lacking in popular participation dies of paralysis."<sup>2</sup>

The potentialities of the community center as a fountainhead for the conscious organization of social forces aimed at the betterment of community life should be exploited to the greatest possible degree. If the recreation leaders of this nation fail to accept and act in accordance with this enlarged concept of their responsibilities, they will merit the charge by Collier that they are conducting "pigmy programs seeking pigmy results amid giant opportunities."

### *ORIGIN AND GROWTH*

Community centers are not a new development in the life of nations and the forms which they have assumed throughout history have been many and varied. McCloskey traces their existence from early Grecian times.

The community center has shifted in locale, though not in intrinsic value, throughout the centuries. In classical times it was the temple, the stadium and the forum. In medieval days it was the market place or the cathedral; the latter never too holy to open its doors to the great public festivals. In early New England it was the town hall, the church, the meeting house or the common. But in our time it has too often been a makeshift: the corner drug store, the village post office, the general store or the "joint." As public buildings have become simply monuments to civic wealth and pride, the community center has been relegated to second rate quarters. Unfortunately where group life languishes, so, as a rule, does the sense of public responsibility that makes of any neighborhood a good place in which to live.<sup>3</sup>

Mumford states that the settlement house "was the first effective effort, not merely to overcome the barbarism of the submerged areas of the metropolis, but to establish in its random neighborhoods an ap

<sup>2</sup> Saul D. Alinsky, *Reveille for Radicals*, University of Chicago Press, 1946, p. 210.

<sup>3</sup> Mark A. McCloskey, "Public Buildings for Public Use," *Survey* Midmonthly, July, 1944, p. 194.

propriate social nucleus which could serve as a meeting point for its social and educational activities <sup>4</sup>

The growth of community centers within the past half century constitutes one of the most significant phases in the development of public recreation in the United States. Centers as we know them today were nonexistent in 1900. Almost no public buildings had been designed for indoor recreation activities, and only a few school buildings had been opened under leadership for evening recreation.

By midcentury 783 cities submitting data to the National Recreation Association reported 2986 buildings used primarily or exclusively for recreation with a total yearly or seasonal attendance of 85,205,160 in 2101 of these buildings. Indoor centers, such as schools and other buildings not designed primarily for recreation but used regularly for this purpose under leadership were reported by 1040 cities. Of this number 965 cities reported centers in 5575 school buildings with a total yearly or seasonal attendance in 757 cities of 35,487,157, 396 reported 1055 centers in other types of buildings with 312 reporting their attendance as 6,922,932.<sup>5</sup> Thus, in the short span of fifty years the community center program has emerged as one of the major divisions of the complete program of recreation with a total annual reported participation of 127,615,249.

### WHO PARTICIPATES?

People of all ages attend community centers. Some centers even provide a nursery for the care of very young children so that their mothers may enjoy the activities offered. Many have developed extensive programs for older adults similar to Merion's Older Adult Klub described in Chapter 1. Children in elementary schools, teen-agers, young adults and the middle aged, all are attracted to the modern, well-organized and administered community center.

Participants generally may be divided into three categories as follows: (1) members of groups, clubs, or teams organized by the center for recreation purposes and operating under center leadership, (2) members of community groups or organizations, such as the Boy Scouts

<sup>4</sup> Lewis Mumford *The Culture of Cities*, Harcourt, Brace and Company, 1938, p. 297.

<sup>5</sup> *Recreation and Park Yearbook*, National Recreation Association 1951 pp 4-5, 16-17.



or Parent Teacher Association, using the center on a permit basis and providing their own leadership; and (3) those who enjoy center activities simply as individuals. The boy who comes to the center to play pool or table tennis but has no desire to join any organized group is an example of this third type of participant.

### **ACTIVITIES AND INTERESTS**

The program of a community center does not consist simply of the activities usually considered to be recreation, such as sports, dramatics, music, crafts, and dancing. All of the experiences in which the participant is involved while attending the center are a part of the program and should be just as carefully planned as are the other phases of the program. Waiting in line to check a hat and coat, serving as a volunteer official in a basketball game, taking a shower, acting as a member of a decorations committee, inviting a girl to dance, enjoying refreshments, reporting a violation of a no-smoking rule, and helping to keep the center clean, are all part of the broadly interpreted program and possess considerable importance not only because of their effect upon the individual but also because of their effect upon others and the center in general.

#### ***Program of the Madison Community Center***

The Division of Recreation in Madison, Wisconsin, operates a successful community center in a large two-story building located in the downtown area. This building, occupied by the USO during World War II, is owned by the city which permits the Board of Education's Division of Recreation to use it without charge as a year-round community center. From the date of its opening on February 1, 1946, until February 1, 1952, this center has had a total attendance of 1,321,986.

While the center is available to all organizations for social and civic meetings, and to individuals over 16 years of age or in tenth grade and above as a place to meet people, to rest, eat lunch, or to enjoy various recreation interests, the heart of the center's program resides in the activities of its three outstanding social clubs—the Loft with its 1073 members, the Young Adult Club with 701, and the Older Adult Klub with 396.

Among the activities conducted by the center are:

## ADULT ACTIVITIES

Billiards	Men's basketball
Birthday parties	Modern dancing
Chess club	Motion pictures
Civic and social meetings	Old time dancing
Community singing	Old time fiddlers' contests
Costume dances	Pool
Cribbage tournaments	Pot luck suppers
Duplicate bridge	Softball for men and women
Euchre and "500" parties	Special events and activities
Hikes picnics	Table tennis and 34 other table games
Hobby shows	Team Skat league
Instruction in	Theatre Guild
Square dancing	Variety shows
Textile painting	
Photography	
Contract bridge	

## YOUTH ACTIVITIES

Billiards	Radio workshop
Community service	Special events and activities
Dancing	Square dancing
Dramatics	Table tennis and other table games
Ice hockey	Talent shows
Newspaper production	Tournaments
Photography	Volley ball
Pool	

*Tuesday*—10 30 A M 11 00 P M

Lunch and recreational hour—10 30 A M

Adult social and civic meetings—afternoon only

High school youth 1 15 to 5 15 P M daily

Loft only—7 11 P M, with dance at 8 00 P M

*Wednesday*—10 30 A M 11 30 P M

Lunch and recreational hour—10 30 A M

Adult social and civic meetings—afternoon and evening

Young Adult Club—7 11 30 P M with dance at 8 30 P M

Duplicate Bridge Club—7 30 P M

*Thursday*—10 30 A M 11 30 P M

Lunch and recreational hour—10 30 A M

Adult social and civic meetings—afternoon and evening

Adults Retired Klub—1 30 P M -3 30 P M

Older Adult Klub—500 and euchre card party—7 45 P M

Photo Club—7 30 P M

Chess Club—7 30 P M

*Friday*—10 30 A M 11 30 P M

Lunch and recreational hour—10 30 A M

Adult social and civic meetings

Older Adult Klub activities—7 11 30 P M

*Saturday*—10 30 A M 11 00 P M

Lunch and recreational hour—10 30 A M

Meetings open to all groups—afternoon only

Loft—7 11 00 P M with orchestra dance 8-11 00 P M

Game room activities—1 00-5 30 P M

Square and folk dancing—1 30-5 30 P M

#### WINTER SCHEDULE

SEPTEMBER—MAY

*Adults* 10 30 A M until closing time every day except Friday and Saturday when the center is open to Loft members only after 7 P M

*High School Youth* 3 30 P M until 5 15 P M Monday through Friday, Saturday, 1 00 P M to 5 30 P M, Friday and Saturday, 7 P M to 11 00 P M

Closed Sunday

*Monday*—10 30 A M 10 00 P M

Lunch and recreational hour—10 30 A M

Afternoon and evening—adult social and civic meetings

Bridge Lessons—7 30 P M

Handicapped young adults—7 30 9 30 P M

*Tuesday*—10 30 A M -11 30 P M

Lunch and recreational hour—10 30 A M.

Afternoon and evening—adult meetings

Cribbage and Euchre—7 30 P M

Older Adult Klub—7 11 30 P M, with old time dance 8 15 P M

Pot Luck Suppers and Variety programs

*Wednesday*—10 30 A M 11 30 P M

Lunch and recreational hour—10 30 A M

Afternoon and evening—adult meetings

Duplicate Bridge Club—7 30 P M

Young Adult Club—7 11 30 P M, with dance, 8 30 P M.

Skat League—7 30 P M

Craft—7 30 P M

*Thursday*—10 30 A M -11 30 P M

Lunch and recreational hour—10 30 A M

Afternoon and evening—adult meetings

Photography Club—7 30 P M

Chess Club—7 30 P M

Craft—1 30 P M

OAK Card Party—7 30 P M

Square Dancing—7 30 P M

Cribbage and Euchre—7 30 P M

*Friday*—10 30 A M -11 00 P M

Lunch and recreational hour—10 30 A M

Afternoon only—adult meetings

Loft—7-11 00, with dance at 8 00 P M

*Saturday*—10 30 A M -11 00 P M

Lunch and recreational hour—10 30 A M

Square and folk dancing—1 30 5 30 P M

Afternoon only—meeting rooms available to all

Loft—7-11 00 P M, with dance at 8 00 P M

### *Activities in Other Centers*

In addition to the activities conducted in the Madison Community Center, a wide range of recreation choices is offered in centers throughout the United States. A partial list follows.

**ARTS AND CRAFTS**

Ceramics  
 Clay modeling  
 Cooking  
 Drawing  
 Flower making  
 Knitting  
 Leather craft  
 Marionettes  
 Metal crafts  
 Millinery  
 Painting  
 Photography  
 Sewing  
 Sketching  
 Wood work

**DANCING**

Folk  
 Modern  
 Social  
 Tap

**Music**

Band  
 Choral group  
 Community singing  
 Glee club  
 Guitar  
 Harmonica  
 Orchestra  
 Piano  
 Ukulele

**DRAMATICS**

Make up  
 Minstrels  
 Play production  
 Skits  
 Stage craft

**SPORTS AND GAMES**

Archery  
 Badminton  
 Bait casting  
 Basketball  
 Bowling  
 Fencing  
 Game room activities  
 Golf  
 Group games  
 Gym class  
 Horseshoes  
 Roller skating  
 Shuffleboard  
 Swimming  
 Tumbling and stunts  
 Volleyball  
 Wrestling

**CLUBS AND HOBBIES**

Athletics  
 Aviation  
 Com  
 Father s  
 Garden  
 Mother s  
 Nature  
 Radio and telegraphy  
 Rifle  
 Social  
 Stamp

**OTHER ACTIVITIES**

Card playing  
 Checkers  
 Chess  
 Forums and discussions  
 Motion pictures  
 Party programs  
 Public speaking

One of the problems confronting community center leadership in the development of programs is that of locating persons with identical interests. Morgan suggests "Even in a community of two thousand persons, there may be several with the same keen personal interest, each of them unaware that anyone else has that interest. If some person or some organization will take the trouble year after year to develop a directory of personal interests, and make a few copies available to the public, as in the public library, persons of like interests may discover each other, and find companionship in common avocations."<sup>6</sup> He proposes sending out a post card on which is a check list of approximately fifty activities. The recipients manifest their interest by marking these 1, 2, 3 and return the cards. There should be a small space on the card to indicate equipment or facilities available. This service to the community should be rendered by the recreation department, not alone because it offers a means of interesting people in the program of the department but because it may help to bring together persons with common recreation interests outside the department.

### DEMOCRATIC ADMINISTRATION

Community centers must be organized and administered in harmony with the ideals of democracy if values significant to a democratic society are to accrue from their operation. This means specifically that community center leaders should understand and appreciate the democratic values for which they strive and be skillful in the processes involved in attaining these values. The principle of *creative participation* directs that the planning and operating of a center shall be *with*, rather than *for*, the participants. Both youth and adults shall be given an opportunity to share with the leaders in making decisions which affect them.

One of the outstanding reasons for the success of the Madison Community Center is the extent to which the professional leadership and the participants jointly have planned and carried out the program. The center is operated by the Board of Education's Division of Recreation. Acting in an advisory capacity to the director and his staff is a sixteen member council selected in the following manner:

1. The Board of Education invites each of the Parent Teacher Asso-

<sup>6</sup> Arthur E. Morgan, *The Small Community* Harper & Brothers 1942 p. 231

ciation presidents of the five senior high schools to name a representative to serve for a two-year period.

2. A similar invitation is extended to the Congress of Industrial Organizations, the American Federation of Labor, the City Government, and the Welfare Council.

3. The Board of Education appoints three members-at-large for a two-year period. The terms of the two-year members are staggered to insure continuity and stabilization of the program.

4. The presidents of the Loft, Young Adult Club, and Older Adult Klub, major clubs at the center, serve on the council throughout their one-year term of office. The president of the Madison Youth Council also serves as a member of the center council for a one-year period.

*This council meets monthly and advises with the management of the center on such matters as program, hours and manner of operation, and maintenance and improvement of buildings, grounds, furnishings, and equipment. The director submits a written report each month to the council on the activities of the center, and at the September meeting each year he presents a written report of the center's operations for the preceding twelve-month period.*

The 1952 center budget from tax funds amounted to \$35,642.34. Of this amount \$24,024 30 was allocated to leadership supplied by the director and two full-time and five part-time assistants. Salaries of two custodians amounted to \$6,653 04. Building supplies and general maintenance costs totaled \$4,965 00. Each of the center's major clubs had its own operating budget with revenues accruing primarily from membership fees and dance receipts. Total receipts for the Loft in 1951 were \$5,416.27; for the Young Adult Club \$5,168 01; for the Older Adult Klub, \$1,737.41; and for the Photography Club, \$605.77. In addition, the snack bar had gross receipts amounting to \$25,024.39 and duplicate bridge classes contributed \$310.15.

### *The Loft*

The story of how the Madison Community Center operates is perhaps best told by describing how its largest club is conducted. A few years ago students of the five senior high schools in cooperation with community recreation leaders established an organization for the purpose of providing enjoyable recreation experiences for its members. They named their club the Loft and centered their activities in the

**Madison Community Center** An account of the activities of this highly successful group, how it is organized and how it operates, presents a realistic picture of a democratically administered program of recreation in action

The Loft is governed by an executive committee acting in accordance with its written constitution and in cooperation with an adult advisor who is a full time member of the center's staff. The Loft members of the three large high schools each elect three representatives to the executive committee while the two smaller schools elect two each, thus making a total of thirteen members on the committee. This committee meets on the first and third Saturdays of each month to transact the business of the organization. Among other responsibilities of the committee are those relating to program, finance, committee appointments, membership and general operation.

A rules committee with the vice president as judge handles all problems involving infractions of the rules. Each high school has a representative on this committee from among its executive committee members. Occasionally suspensions are given for varying periods of time but, in general, there are no serious disciplinary problems. Since the members made the rules they feel an obligation both to obey and enforce them. This committee also hears all complaints made by individual members and is the appeal board for any protested decisions made by other committee chairmen. A staff advisor is present at all times to assist the committee in a guidance capacity.

## COMMITTEES

Much of the work of the Loft is carried on through its committees. Among the most important of these committees are the following:

1 *Program* This committee is responsible for all program planning and special effects.

2 *Decorations* This group works closely with the program committee in all of its activities. Its major function is to carry out theme decorations for the various programs.

3 *Publicity* The publicity chairman and assistants are responsible for the preparation and release through the Advisor, of all local publicity. The work of this committee is extremely important as the Loft has discovered that the interest and attendance of its membership vary directly with the adequacy of its publicity.



4. *Bulletin.* The preparation and distribution of a weekly bulletin to all Loft members is the responsibility of this committee.

5. *Hospitality.* The chairman of this committee assigns his assistants to work with a member of the staff at the front door checking membership cards, welcoming members as they enter, selling new memberships, and checking files for members who have either lost or forgotten their cards.

6. *Check room.* Members of this committee work thirty-minute or one-hour shifts in the check room handling wraps.

7. *Door.* The chairman schedules his volunteer workers to collect dance fees and stamp the backs of the hands of the dancers.

No committee member is paid for his services. Committee membership is looked upon as an honor by most of the youth. A considerable portion of the work done by such committees as the check room committee is performed by applicants for membership who are acquiring work or club credits. One club credit is granted for each one hour of work on any committee. Three club credits entitle a member to a reduced admission price at each dance for the remainder of the membership year. After three credits have been earned a special club sticker is placed on the card. This simplifies the job of the dance hall cashier who knows that the sticker calls for a reduced admission price. Full members are entitled to one vote at all elections as well as a reduced fee at all charge events, such as roller skating parties, picnics, dances, and dance instruction classes.

A member may, if he desires, secure three additional club credits, before termination of his year's membership, and apply them to next year's full membership, thus permitting no break to occur in benefits. While participation in the club credit plan is optional, almost all of the members are enrolled in it. The chief merits of the plan are: (1) it deepens and strengthens the feeling that "This is my club. I am helping to make it a success. I am giving something in return for all I am getting"; (2) it results in financial benefits to the membership, and (3) it results in financial benefits to the Loft and to the center.

If all of these committees were required to report directly to the executive committee an undue proportion of the executive committee's time would be consumed with details rather than with overall planning. In order to avoid this the executive committee selects one of its members to act as general chairman of all committees. This position

is vital to the smooth and harmonious functioning of the Loft and demands a person of unusual ability both as an organizer and as a diplomat.

## FINANCE

All Loft members pay a membership fee of \$1.50 per year. If any youth, desirous of joining the Loft, is unable to pay the fee, he is given an opportunity to earn this amount by doing work about the center. Those who attend the dances which are held twice weekly throughout the school year, and once a week during the summer, pay a twenty-five-cent admission charge which defrays the cost of a six- or eight-piece orchestra.

Since the City of Madison and the board of education furnish the building, maintain it, and pay staff salaries, with the exception of some part time assistance during Loft nights only, the membership fee provides sufficient funds for all Loft expenses. A financial statement for 1951 given below indicates in detail both the nature and amount of receipts and expenditures.

## STATEMENT OF LOFT RECEIPTS AND EXPENDITURES

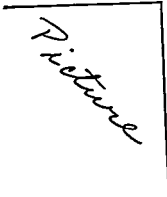
January 1, 1951—December 31, 1951

Balance on hand January 1, 1951				\$2,281.89
<i>Receipts</i>	<i>1/1-6/30</i>	<i>6/30-12/31</i>	<i>1/1 12/31</i>	
Dues	\$ 505 20	\$1,104 70	\$1,609 90	
Dance	1,609 75	1,988 00	3 597 75	
Miscellaneous	69 20	103 42	192 62	
Ads	16 00		16 00	5 416.27
Total receipts	\$2,220 15	\$3,196 12	\$5 416.27	\$7,698 16
<i>Disbursements</i>				
Orchestra	\$1 981 00	\$2 064 00	\$4 045 00	
Equipment	73 74	303 02	376 76	
Miscellaneous	19 64	295 16	315 10	
Salaries	240 90	343 02	593 92	
Federal Tax	321 93	274.58	596.51	
Supplies	207 45	55.80	263.31	
Total				
Disbursements	\$2 844 66	\$3 335 94	\$6 160 60	\$6 160 60
Balance on hand—December 31, 1951				<u>\$1,517.50</u>

Loft funds are kept in a special Loft checking account. All checks are cosigned by the Loft treasurer and the director of the center. Other than routine expenditures must be approved in advance by the Loft Executive Committee. The director of the center reports: "While the final decision on expenditure of funds lies with the director, the Loft members have exercised very good judgment in the operation of their club. It is very essential that they be permitted to carry responsibility, under guidance, if they are to feel that this is their club. The sharing of responsibility extends to practically all phases of their program and

## THE LOFT

AMERICA'S MODEL YOUTH ORGANIZATION  
16 E. DOTY

	AGE _____ SCHOOL _____ NO. _____	
	IS A MEMBER IN GOOD STANDING UNTIL SEPTEMBER 1953	
	COMMITTEE PARTICIPATION	
	NEWSPAPER <input type="checkbox"/>	PROGRAM <input type="checkbox"/>
	HOSPITALITY <input type="checkbox"/>	DECORATION <input type="checkbox"/>
CLEAN-UP <input type="checkbox"/>	DANCE DOOR <input type="checkbox"/>	
CHECK ROOM <input type="checkbox"/>	SIGN PAINTING <input type="checkbox"/>	
NOT TRANSFERABLE		
SHOW CARD FOR ADMITTANCE (OVER)		

FORM 11. Loft Membership Card

aids tremendously in the development of self-discipline. As an example—with all of the use given to the 45 tables in the snack bar room over the past six and one-half years, there isn't an initial carved on any of them. It is my firm belief that the youth need guidance, not too much nor too little, but they need guidance as they are still adolescent kids. They have great ideas, bubble over with enthusiasm, and like to be treated as adults in most respects."

Members are admitted to the Loft upon presentation of their membership cards. A picture of the member is stapled on the card in the blank space at the left. Each member has a number which is recorded on the card. This number is important, as all membership data are filed by number in the Loft records.

## COMMUNITY SERVICE

In addition to the activities listed on page 215 the Loft participates in many civic projects. The Wisconsin high school basketball tournament is held each year in Madison. As soon as the participating schools are determined the Loft sends letters to the principals of these schools inviting the players, students and teachers to use the center as their headquarters during their stay in Madison. The visiting youth are invited as guests of the Loft to attend all Loft functions during this period of time.

I, on becoming a member of this organization, agree to live up to and abide by the stated Loft rules and realize that membership in the Loft entitles me to enjoy the privileges of the organization and also binds me to the responsibilities of membership. These include a normal share of the work and effort in aiding the officers and committees of the Loft whom requested obeying the rules and regulations governing conduct within the Loft building and governing myself at all times in a way that will reflect favorably upon myself and the Loft. I realize that if at any time I fail to live up to these responsibilities my membership will be revoked and that falsification of statements in this application may result in the revoking of my membership without refund.

(Signed) \_\_\_\_\_  
Member's signature

## FORM 12 Loft Membership Card (Reverse Side)

Other ways by which the Loft assists civic projects is through the provision of ushers for theaters in the March of Dimes campaign, selling poppies on Memorial Day, planting trees for the park department, operating a speakers bureau for youth participation in various community campaigns, collecting clothing for Korea, entertaining the Badger Girls State and serving as a laboratory for University of Wisconsin students specializing in recreation.

## SELF GOVERNMENT

The rules and policies under which the Loft operates are established by the Loft members through their executive committee. It cannot be expected that young people will grow in ability to carry responsibility

unless they are given numerous opportunities to act in situations involving the assumption of responsibility. The establishment and execution of policies is one of these opportunities. Loft rules and policies for the year 1952-1953 are given below.

#### RULES AND POLICIES OF THE LOFT 1952 1953

- 1 Membership fee is \$1.50 plus 20¢ for the first pictures and 5¢ for duplicates. Replacement of LOST MEMBERSHIP CARD is 25¢.
- 2 Membership is open to any Madison High School (sophomore, junior and senior) students. Youth not in Senior High School grades must have reached his 16th birthday and not have reached his 19th birthday and must be a resident of Madison.
- 3 Membership cards must be shown at the door for each admittance. A fine of 10¢ will be charged members without cards.
- 4 Transfer of membership card may subject member to forfeiture of membership rights.
- 5 Guests. No Madison youth will be admitted to the Loft as a guest. Out of town guests must be within the Loft age limits or grade requirements before they can be admitted. Out-of town groups may receive special consideration from the Executive Committee or the Loft Advisor.
- 6 Past members of the Loft who are now in service may be given guest privileges only upon the consent of the director or his assistants.
- 7 There is to be no intoxicating liquor or beer in or on any person attending the Loft. Violators of this rule are subject to suspension or revocation of their membership.
- 8 Smoking is prohibited anywhere within the Loft, particularly in the entryway.
- 9 All members are welcome to participate in all activities with or without dates except on nights designated by the Executive Committee as date nights in the dance hall.
- 10 The ballroom has been set up for dancing. Those not dancing must stand around the edge of the ballroom and leave the center clear. The main entrance should be clear at all times.
- 11 Admittance to ballroom. Boys are required to wear presentable clothing—no sweat shirts. Girls "Jeans" or skirts unless stated otherwise—such as dress-up night and similar events.
- 12 The Loft will be open from 7:00 until 11:00 on Friday and Saturday nights and on Tuesday and Saturday nights during the summer. Dancing in the ballroom will be from 8:00 to 11:00 on these nights.
- 13 Members are expected to accept responsibility for helping to make the

Loft successful and to continue its operation Refusal to serve on committees and to assist in the work of the organization may result in the suspension of a member without refund of his membership fee

- 14 The Rules Committee may at any time collect *any membership card and thereby invoke temporary expulsion or permanent suspension by a majority vote without refund for any infraction of the Loft rules or for disorderly conduct*

Many youth centers and youth organizations have failed because the administration neglected to give youth an important part in the planning and operating of their programs many have failed because the young people were expected to carry responsibilities beyond their capacities Those who would burden youth with responsibilities for which they are unfitted and those who would deny youth the right to growth in self-direction are equally guilty of sinning against young people and the democratic process The most successful youth programs are those planned and conducted by youth and adults working cooperatively in an atmosphere characterized by mutual respect and the recognition of common interests The constitution of the Loft provides that both youth and the adult leaders shall jointly participate in its operation An attempt is made to avoid the Scylla of adult domination on the one hand and the Charybdis of complete youth domination and chaos on the other

#### CONSTITUTION OF THE LOFT

- Article I *Name* The name of this organization shall be the "Loft" and will be considered the Madison Youth Center
- Article II *Object* The object of the Loft shall be the development of worthwhile recreation and comradeship for its members
- Article III *Membership*
- Section 1 Membership in the Loft shall be of one year duration beginning on September 15 and ending on September 1 of the following year Any membership acquired between those two dates shall also expire on September 1
- Section 2 Membership in the Loft shall be limited to senior high school students and any other persons who have reached their 16th birthday and have not reached their 19th birthday
- Section 3 The annual dues shall be determined by the Executive Committee and it shall not entail more than one general assessment.

**Article IV. Leadership****Section 1. Officers**

- a. The officers of the Loft shall consist of a President, Vice-President, Secretary, and Treasurer.
- b. The election of these officers shall take place annually by the entire Loft membership between October 1 and November 1 under the direction of the retiring Executive Committee and the new officers shall take office on November 1. Nominations for the various offices shall be made by the retiring Executive Committee and the number of persons nominated for each office shall not be less than two nor more than three of which no more than one shall be from a single school. A blank place shall be provided on the ballots for a write-in vote. Voting shall be done by mail with every member receiving his ballot and returning it by mail.
- c. Duties of Officers
  1. President
    - (a) The President shall preside at all Executive Committee meetings and shall cast the deciding vote in the case of a tie.
    - (b) In the event that there is no quorum at a regular Executive Committee meeting, the President may assume the duties of the committee until a quorum does attend said meeting.
    - (c) The President under advice of the Director shall represent the Loft in all outside relations either personally or through an appointment.
    - (d) The President shall make all appointments necessitated by the provisions of this constitution or by the Executive Committee. All appointments shall be subject to the approval of a majority of the Executive Committee.
  2. Vice-President
    - (a) The Vice-President shall be a member of the Executive Committee and shall preside in the absence of the President.
    - (b) The Vice-President shall assume the duties of the President in his absence except for the making of appointments, which must be done by the President.
    - (c) The Vice-President shall assume the office of the

President in the event of the latter's resignation or other permanent disqualification

3 Secretary

- (a) The Secretary shall be a member of the Executive Committee
- (b) The Secretary shall be prepared to handle all official Loft business through the mails
- (c) The Secretary of the Loft shall also serve as the Secretary of the Executive Committee and shall keep the minutes and records of both organizations
- (d) The Secretary shall be responsible for all publicity for the organization

4 Treasurer

- (a) The Treasurer shall be a member of the Executive Committee
- (b) The Treasurer shall be responsible for all financial affairs and records of the organization

Section 2 Executive Committee

- a The Executive Committee shall consist of the four officers and the chairmen of the major operating committees and the Director
- b Duties and Powers of the Executive Committee
  - 1 The Executive Committee shall approve all Presidential appointments by a majority vote
  - 2 All powers and duties not expressly delegated to some other office shall be assumed by the Executive Committee
  - 3 The Executive Committee shall be responsible for the management of the Loft and shall assume all duties legislative and otherwise it deems necessary to the successful operation of the center
  - 4 A quorum of the Executive Committee shall consist of a majority of the members.

Section 3 Rules Committee

- a The Executive Committee shall set up definite Loft rules of conduct and standards
- b Any violation of rules or etiquette by members will be tried by a special rules committee. At time of offense member forfeits membership card and is suspended until rules committee disposes of his case
- c The committee will be appointed by the Executive Com



mittee to be effective for a period of two to three months, with two members from each of the four Madison high schools. The Loft Vice-President will be the presiding officer or judge for this committee and with the Loft Director will hold office for the Loft school year. This committee will hear all offenses, with offender present or not as they deem advisable, and a majority vote of those present shall determine verdict.

#### Section 4. *Committees*

- a. Committees shall be created and chairmen appointed every three months by the Director with the advice and approval of the President and Executive Committee.
- b. All committees and committee chairmen shall be responsible to the President and to the Executive Committee.
- c. The duties of the committees shall be determined by the Executive Committee.

#### Section 5. *Director*

- a. The Director shall serve as a member of the jury of the Rules Committee.
- b. The Director shall advise and supervise the Executive Committee and activities.
- c. The Director with the approval of the Executive Committee shall select the necessary additional personnel for the supervision and maintenance of the Loft operation.

### CLIQUEES AND THEIR PREVENTION

One of the many problems with which the leadership of a youth organization often is confronted is the development of cliques. Since such clannishness jeopardizes the success of the center or organization, every effort should be made to guard against it. In the development of the Loft there was, in the beginning, a natural tendency for the members from each of the high schools to band together. It was essential that these barriers be broken down if the one-club concept were to be realized. Among the various techniques used with success by the Loft leadership in combatting cliques are the following.

1. The club idea continually is emphasized. School, grade, and class divisions are avoided.
2. Bulletin board materials stimulate the desire to contribute one's best efforts for the club.

3 The leader of a clique is given the responsibility of choosing a group for a talent show or other project. This breaks up a clique and helps create new friendships, as the necessary talent seldom is all in one clique.

4 The various school songs are sung by all together.

5 Some girl in a clique is chosen to play the piano and all gather around to sing.

6 Mixers, squares and other dances requiring the frequent exchange of partners are conducted.

7 Two or three members of a clique are appointed to serve as hosts or hostesses for a special evening. In this capacity they meet many other members.

8 The talented ones in a clique are used in planning programs for the entire club.

9 A small clique is used to conduct a project large enough to necessitate several additional committee members. The small clique then dissolves itself.

## SUMMARY

The successful conduct of a youth recreation organization depends in large degree upon the extent to which the adult leadership understands and puts into effect a knowledge of the psychology of youth and the principles of administration. The teen age center should be as perfect an embodiment of the democratic ideal as possible. Youth should be invited to share responsibility for which they are fitted and they should be permitted to make mistakes provided these mistakes do not seriously affect the organization. The responsibility of the leadership does not end with the provision of opportunities for recreation but goes far beyond this to create an atmosphere in which the tenets of democracy may become living realities in the lives of boys and girls.

## First Steps

Persons interested in starting a community center where one has not existed before will find no exact blueprint for such a project. There is no one way but many ways by which centers are begun. Some centers are opened for the first time with several activities on their programs.

others begin with a single activity. One of the easiest ways to begin is with a basketball league. Then a table game room may be added; or a craft club for adults; or a dance. It is better to begin with a few activities in which there is a large amount of interest and gradually add others than to start with a broad program and discover little or no interest in much of it.

An essential first step in the development of a community center is to decide if the center is to be used by youth, by adults, or by both. If it is to be used by youth, how old must they be before they may be admitted? Is it desirable to admit junior and senior high school youth on the same nights? How many nights a week and for how many weeks will the center be open? What hours will it be open and will it be open on Sundays? What will it cost and where will the money come from? How many leaders will be needed? Should there be a snack bar? What about fees and charges? Should smoking be permitted?

All of these questions are important and should be answered before the center is opened. There is no one single correct answer to any one of the questions. Each must be answered in the light of certain basic principles and conditions in the individual community under consideration. All that can be done here is to present a general point of view with relation to each problem.

1. *Who shall use the center?* The Madison Community center is used by anyone over sixteen years of age or in the tenth grade or above. However, there are three major clubs consisting of (1) senior high school youth, (2) young adults nineteen years of age or over, and (3) older adults. Each group has its night, or nights, at the center and there is no mixing of these age groups except as they may participate informally and as individuals in center activities during the afternoons. Other evening centers in Madison admit both junior and senior high school youth. Still others admit junior and senior high school youth and adults. No evening center admits youth below the seventh grade. Saturday centers that are open morning and afternoon admit all ages. Centers admitting widely varying age groups usually do not mix these groups for activities but offer sufficiently broad programs to meet the needs of each separate group.

Common practice excludes elementary school children from evening centers, as children of this age should be at home during the evening hours.

In the United States many, probably most community centers segregate their members into age groups for the bulk of their activities. Frequently the entire center is reserved for a single age group. There are sound reasons for this practice. Recreation leaders long have recognized the fact that there is a tendency for a younger age group to crowd out an older group. As an illustration when senior high school youth "invade" a dance hall in use by adults it is the adults who do not return. Senior high school youth often resent the intrusion of junior high school youth into their dances and when the elementary school child mixes with junior high school dancers, it is the older boys and girls who refuse to dance with "those little kids" on the floor.

And yet there may be a lesson for us in the experience of the British in their Pioneer Health Centre of Peckham, London. The Peckham Experiment began as an attempt to improve the health of people through the early diagnosis and treatment of disease. It was soon discovered that little headway could be made in the cultivation of health by further research into the nature of sickness. The general standard of vitality was low, even in those who showed no signs of disease. "There was evidence of wide spread inertia of capacities unused, and with no outlet for expression. Conditions seemed needed in which a family could find outlets for self-expression in which it could recover vitality through a fuller use of its faculties."

To provide these needed opportunities for self-expression a building was constructed as a clubhouse for 2000 families with a swimming pool, gymnasium, cafeteria, theatre, library, games rooms and nurseries. It was a condition of membership that the entire family unit, not the individual, should belong.

There are many lessons which recreation leaders in this country can benefit from if they will take the time to study the operations of this Centre. The two most significant findings in relation to the question of center membership or participation are

a. The great majority of the people at first did not particularly want to do anything. They lacked both skill and confidence. They were not aroused to action by observing the competent and the skilled perform. The incentive to these people was the sight of persons with less skill who were even less well endowed with capacity than they. In order

<sup>1</sup> *The Pioneer Health Centre*, Peckham, London. Booklet available from British Information Services, 30 Rockefeller Plaza, New York 20, New York.

that the sight of action might prove to be an incentive to action, the outer walls and nearly all the very few partition walls were constructed of glass. Families entering the building for the first time, to reach the reception vestibule, must walk through the cafeteria in full view of the swimming pool and other activities. Pearse and Crocker describe the effect on the membership:

. . . It must be remembered that it is not the action of the skilled alone that is to be seen in the Centre, but *every degree* of proficiency in all that is going on. This point is crucial to an understanding of how vision can work as a stimulus engendering action in the company gathering there. In ordinary life the spectator of any activity is apt to be presented *only* with the exhibition of the specialist; and this trend has been gathering impetus year by year with alarming progression. Audiences swell in their thousands to watch the expert game, but as the "stars" grow in brilliance, the conviction of an ineptitude that makes trying not worth while, increasingly confirms the inactivity of the crowd. It is not then all forms of action that invite the attempt to action: it is the sight of action that is *within the possible scope of the spectator* that affords a temptation eventually irresistible to him. Short though the time of our experiment has been, this fact has been amply substantiated, as the growth of activities in the Centre demonstrates.<sup>8</sup>

b. Since the Centre was a family club, there were people of all ages mixing freely as is done at home. The young were always involved in activities with a little more mature group which served to stimulate their growth both in skills and social competencies. "These natural stimuli to growth and development can only emerge where all ages and types move freely in the general body of society. Any segregation into age and sex groups tends to confirm immaturity, and grading into select groups of experts tends to spectatorship of the mass rather than development."<sup>9</sup>

All activities do not lend themselves to participation by varied age groups, but many do. Both youth and adults can enjoy together music, crafts, drama, many hobby clubs, and games, such as volley ball, shuffleboard, and table tennis. Numerous forces in American life are pulling the family apart. Community centers, open to entire families and providing some activities for all ages on a nonsegregated basis,

<sup>8</sup> Innes H. Pearse and Lucy H. Crocker, *The Peckham Experiment*, Yale University Press, 1947, p. 126.

<sup>9</sup> *Ibid.*, p. 9.

should prove to be an important factor in the preservation and strengthening of family life in this country

2 *When should the center be open?* Centers should be open at the times they will be used by a sufficiently large number of persons to justify the costs involved. Centers in school buildings frequently open at the close of school in the afternoon. In 1952, Milwaukee operated 41 afternoon centers for elementary school children over a period of 25 weeks. These centers were open from 3:30—5:30 P.M. Monday through Friday, two, three, or four afternoons a week, twenty operated on Saturdays 9:00 A.M.—12:00 and 1:00—4:00 P.M. Thirty-five evening centers in school buildings for teen-agers and adults were in operation a similar number of evenings per week from 7:15—9:30 P.M.

Community centers in buildings serving no other purpose frequently open in the early afternoon and continue operation until 9:30 or 10:00 P.M. Many of the Minneapolis centers open at 1:30 P.M. with activities for mothers and preschool age children during the early part of the afternoon. Beginning at 3:30 they offer activities for children of school age. The Madison Community Center opens at 10:30 A.M. and closes at 11:30 P.M. for adults and 11:00 P.M. for youth on Friday and Saturday nights.

Centers used by high school youth on nights preceding school days should not be open later than 9:30 P.M. It is well to determine the closing hour on week-end nights after a discussion of the matter with representatives from the youth concerned, the Parent Teacher Association, and school officials.

The number of weeks a center is to be open will depend largely upon the amount of money available for its operation and upon the demand for its use. Lakewood, Ohio, adult school centers operate over a twenty-week period, beginning the middle of March with a two-week vacation at Christmas. Milwaukee centers, in 1952, opened October 6 and closed April 10. The Madison Community Center is open all the year round.

Common practice restricts the operation of community centers to Mondays through Saturdays although occasionally centers are open for a limited period on Sunday afternoons. *There appears to be no good reason that it should be considered acceptable social practice for communities to sanction the Sunday operation of golf courses, bathing beaches, swimming pools, motion picture theaters, zoos, parks, and*

picnic areas but to frown upon the operation of community centers on the same day. The wise leader, however, will realize that the attitudes of people do not always rest upon a logical foundation and in reaching a decision on this problem will give *careful consideration to the community customs, mores, folkways, and traditions.*

3. *How shall the center be financed?* The expense of operating a center will vary with the extent of the program. Major expense items are salaries of leaders and custodians, costs of supplies and equipment, and either rental or such costs as heat, light, power, water, and general upkeep, or all these.

Centers may be financed from tax funds, community chests, contributions by interested organizations and individuals, and partially by fees and charges—frequently by a combination of two or more of these means. The financial stability of centers deriving the bulk of their funds from public taxation generally is far superior to that of centers dependent upon any other mode of support.

The question of whether fees and charges are desirable in community centers is one which confronts every recreation department. A policy should be established as a guide to action in this matter and be based upon the following considerations:

a. Fees which restrict participation by those who need recreation most and are least able to pay for it are not desirable. A fee to all participants for general use of the center is not recommended.

b. Clubs providing special activities and privileges for their members and wishing to create a strong sense of belonging to a worthwhile organization may charge a small fee. The Loft charges an annual membership fee of \$1.50 because it wants funds for special activities. Also, the members feel that when they pay a fee they belong to something of considerably greater significance than when no fee is charged. They requested the fee. Provision should be made, however, for youth who are unable to pay the fee to work for the amount involved if they wish to become members.

c. Fees should be charged for handcraft materials which ultimately become the property of the participant.

d. Fees may be charged for highly specialized instruction in activities not generally recognized as a part of the normal program, or the costs of which are exceptionally high. Contract bridge classes are an example of this type of activity.

e. Fees may be charged when the costs of the activity are so high as

features will still prove to be a success. Since leadership is of primary importance in the success of the community center program, some consideration of its nature and function appears essential at this point.

The true function of democratic leadership in recreation is to influence people in such a way as to effect progress toward a realization of the values sought. This statement of function embodies within it the following concepts: (1) goals must be established which are acceptable to the leader and to the individual or group; (2) the leader affects the individual or group in such a way as to guide their efforts toward attainment of these goals, (3) all persons concerned, in accordance with their abilities, share responsibility for the formulation of plans and decisions which affect them; (4) the leader seeks constantly to develop leadership in others, thus gradually lessening the extent to which the group is dependent upon him, (5) leadership must be of a high quality because of the voluntary nature of the participation, (6) since growth in responsible behavior is a goal of leadership, the degree of restraint or authority exercised by the leader varies with progress made; (7) the leader's effectiveness is measured by what happens to the people with whom he works.

### *Qualities and Competencies of the Good Leader*

Many attempts have been made to define the qualities of a good leader, but there is little agreement among the various writers.<sup>11</sup> Possibly these differences of opinion stem basically from differences in philosophy because, until there is agreement on fundamental values to be sought by leaders, there can be little agreement on the kinds of leaders needed to realize these values. In light of the values emphasized in Chapter 4 of this text and the nature and function of leadership here described, the following list of personal qualities and

<sup>11</sup> Ben Solomon, *Leadership of Youth*, Youth Service, Inc., 1950, p. 42, Gerald B. Fitzgerald, *Leadership in Recreation*, A. S. Barnes and Company, 1951, p. 36, Jackson M. Anderson, *The Development of Personnel Standards for Leadership Duties in Public Recreation*, Doctor's Thesis, New York University, 1948, p. 58, Martin H. Neumeier and Esther S. Neumeier, *Leisure and Recreation*, A. S. Barnes and Company, rev. ed., 1949, pp. 365-373, *Personnel Standards in Recreation Leadership*, National Recreation Association, 1949, p. 11, S. R. Slavson, *Recreation and the Total Personality*, Association Press, 1946, p. 151, and *The National Conference on Undergraduate Professional Preparation in Physical Education, Health Education and Recreation*, The Athletic Institute, 1948, p. 7



professional competencies of the recreation leader appear to be of paramount importance

1 Understanding of and strong moral commitment to democracy as a means of enriching the lives of all the people

2 The leader must exemplify in his own conduct the ideals he seeks to instill in others. The power of example is a vital factor in the influencing of people<sup>12</sup>

3 The leader must like people and possess skill in working with them. His liking for people will be based upon an understanding of the nature and needs of human beings, their motivations, aspirations, strengths, and weaknesses

4 He will possess a sound educational background that will enable him to understand the aims of recreation leadership, the activities or experiences within which these values reside, and the appropriate processes to be utilized in achieving them. He understands the relationship between means and ends—that good ends are never achieved through evil means

5 The leader must be a well adjusted person, emotionally mature and socially competent

6 He should be above the average in intelligence so that he can lead those who are themselves above the average

7 The good leader will possess sufficient skill in the activities with which he works to enable him to use these activities effectively in gaining the desired ends

8 Common sense, energy, enthusiasm and devotion to duty are all attributes of the good leader. He is never quite satisfied with things as they are and seeks constantly for improvement—a higher degree of excellence

### **Duties and Responsibilities**

The specific duties and responsibilities of community center personnel vary in accordance with the nature of their assignments. Among these duties are the following

<sup>12</sup>For an excellent discussion of the importance of "models" in affecting the behavior of young people, the student is referred to Richard T. LaPiere and Paul R. Farnsworth, *Social Psychology*, McGraw Hill Book Company, 1936, pp. 125-166

**DIRECTORS**

The director is responsible for all activities conducted in his center and for the efficiency of all his workers. He shall keep careful and complete records and make out all necessary reports. He shall attend all meetings of directors and be prepared to report on matters pertaining to his center.

He shall organize a center council and, in cooperation with this council, his staff, and any other interested groups and individuals, determine the program of the center. After the center has been organized and groups started, the director is to study ways and means of enriching and expanding the program. He should meet with representatives of various organizations in his community to determine how the center can best serve their needs. Among the organizations which should be consulted are the schools, Parent Teacher Associations, churches, industries, labor groups, and various men's and women's clubs.

He provides an attractive bulletin board publicizing the activities of the center; assists in the interpretation of the program to the community, establishes and maintains cordial working relationships with local community agencies; keeps the public informed regarding facilities and activities; serves on neighborhood councils; addresses various groups, serves as a consultant on recreation problems; takes the lead in the establishment of policies, is responsible for proper administration of funds, supplies, and equipment; reports all accidents; and executes the policies of the recreation commission.

**GAME ROOM LEADERS**

The game room leader posts a list of games on hand, but does not give out games wholesale. When a game is given out, he must delegate someone to be responsible for its return and record the name of game taken and name of person taking it. He should not allow games to remain on the tables when not in actual use.

A game leader should learn how to play all the games under his supervision, teach these games to the children, and encourage those who have learned a game to teach it to others. He also should organize tournaments and leagues occasionally in all activities carried on in the quiet game rooms—provided the children desire this, organize checker

clubs chess clubs and other similar groups advertise tournaments by attractive posters not only in the game room but also in the corridors and in other rooms of the center post the names of the winners invite local checker and chess champions to come to the center to give exhibitions

Finally a game room leader keeps games and supplies in a systematic order labels the shelves of the cupboard and makes a careful monthly inventory of all game room supplies He should ask the children what additional games they would like to play and then request the director to requisition these games

### LEADERS OF GYMNASIUM ACTIVITIES

It is the responsibility of an activity leader to organize teams and leagues for various age groups and post schedules to provide a diversified program and to organize and train an officials club Leaders should not spend their time officiating While games are in progress they must see that boys and girls do not throw or bounce balls around the gymnasium and should put all except the game balls in the store room before the game begins

In addition an activity leader should supervise carefully the locker and shower rooms Where centrally controlled gang showers are present only the leader or someone designated by him should turn these on or off

Other duties of activity leaders are to speak to those who stand in the doorway to invite onlookers to join the games to pay special attention to the shy boy and to make certain that cliques do not monopolize them or the games Activity leaders direct games but rarely participate in them and keep playing material in good repair

Activity leaders encourage participants to respect officials to obey both the spirit and the letter of the rules to develop self control to display good sportsmanship and to work together as members of a team Leaders should keep records of all league play and post standings of teams teach skills when this seems desirable lead their patrons into new activities and seek to expand their recreation interests

### CLUB LEADERS

The club leader should not dominate the club Neither should he give the members complete control Adult guidance is essential if the

club is to be successful. Remember that a club will continue to function just as long as it has good leadership and its program includes vital, challenging, and purposeful activities. Seek to develop leadership within the group. Be sure that the members participate in the planning and conduct of their own activities.

The leaders and the members should be led to feel a responsibility for keeping up the attendance. Periodic parties will assist in maintaining a good attendance. In club life breaking bread together aids in strengthening the bonds of union; have spreads. Each club may wish to have its officers, constitution, stated time for meeting, monthly dues, if any, and delegate or delegates to the central council. Let the club decide these matters.

#### DANCE LEADERS

To the dance leader go the following suggestions: teach boys and girls how to conduct themselves at a dance and allow no rowdyism; organize a dance committee and confer with this committee on such matters as lighting effects, decorations, music, and special parties; allow no one to attend the dance who shows evidence of having been drinking intoxicating liquor.

Remember that you are host to your group. Be courteous and friendly, but firm; be stern when the occasion demands it. Encourage those who can dance to assist others to dance. Speak to those who stand in the doorway. Invite onlookers to join the dancing or to sit down.

As a dance leader, you should plan at least one specialty during the evening—song, dance number, dance contest, mixer; keep track of the records that are favorites with the patrons and those that are not well liked, consult with the dance committee on new records to be purchased; encourage patrons to bring their own records, but be sure that these records are marked with the owners' names. A strip of adhesive tape makes a convenient name tab. The loaned records should be taken home at the end of the dancing session.

It is your responsibility to move around the dance floor, making your presence felt by all but not interfering unless there is cause. Try to get action on improper conduct without calling attention either to yourself or the dancers involved. Alternate fast and slow numbers. You can often

control a group by the simple process of playing a couple of slow dances if the group gets too wild or peppering up a small group with a fast piece

#### DOORMEN

The doorman is a reception committee of one. It is he who gives visitors their first impression of the center. He should be dignified, courteous, and friendly. But he must be stern when the occasion demands; he must put people who appear to be strangers at ease; he should greet those who come in, and say a friendly word to those who leave. A handshake helps make people feel welcome. Put forth special effort to make the timid, the aged, and the poorly clad feel at home. Direct people to the checkroom; tell them there are no charges; encourage them to take off their wraps. Attempt to become personally acquainted with the patrons of the center, try to learn their names.

Insist that careless young people remove snow and dirt from their shoes before entering. Instruct boys to remove their hats. Maintain discipline in the first floor corridor. It will be necessary to move about the corridor from time to time.

#### HALL SUPERVISORS

Hall supervisors must maintain order and discipline in the halls, keeping them as free of people as possible except during entrances and exits; allow no loitering in the halls. While boys and girls are permitted to pass from one room to another, they are not permitted to move constantly back and forth through the halls. Young people should be told to get into an activity, and if they persist in roaming the halls, they should be asked to leave the center. Absolutely no running or loud talking should be permitted.

Boys should not be allowed to wear hats or caps within the building. When the hall supervisor sees a boy either wearing or carrying in his hand his hat or cap, or if boys or girls are seen wearing or carrying heavy outer coats, he should require them to go immediately to the checkroom. The hall supervisor should know the complete program and the location of each activity and direct youth to the activities in which they are interested.

In addition, the hall supervisor must assist as requested in the setting up or rearrangement of furniture and equipment used by various groups, or in any other manner as requested by the director.

Occasionally the hall supervisor may have to use stern methods with certain youth if nothing else will produce results. However, he will find his work far more pleasant and much easier if he will cultivate a friendly relationship with youth based upon mutual respect and liking. He should expect and demand obedience but an obedience which springs not from fear but from a knowledge that what he insists upon is the right and proper thing to do.

The true function of leadership in community centers, as in all other phases of the recreation program, is to aid human beings in achieving a higher quality of living through participation in activities which, when properly conducted, help meet certain basic human needs and strengthen democratic human relations. The exercise of this function usually is best accomplished by well-educated, full-time leaders. However, very few centers at the present time are able to employ only full-time staff members. Many of the leaders work on a part-time basis and may be secured from among school people, university students, or the community. Some schoolteachers make good leaders and some do not. The nervous systems of many teachers do not appear to be sufficiently flexible to enable them to discharge effectively the present far too dissimilar roles of teacher and leader. Certainly if teachers are employed as recreation leaders they should be employed solely on the basis of demonstrated leadership ability in the job for which they are being considered and not simply because they are teachers who want to earn some extra money.

#### VOLUNTEERS

Volunteers can make their greatest contribution to the success of a center by serving on councils, committees, boards, and commissions. In this capacity they exercise a policy-making function. Occasionally an individual is discovered who is so vitally interested in his hobby that he will serve without pay as a leader in this activity, appearing night after night as regularly and as faithfully as do the professional members of the staff. Such a person is the exception, however, and a center which is dependent in any major degree upon volunteer leader-

ship to handle its program is very likely to fail. The enthusiasm of the volunteer generally is indirectly proportional to the length of his service. While there should always be a place for the volunteer in a recreation program, the importance of volunteers as leaders of youth in major aspects of the program will continue to diminish as recreation climbs the ladder to full professional status in this country. The dearth of volunteer teachers, doctors, and lawyers possesses certain important implications to the field of recreation.

### CENTERS IN SCHOOL BUILDINGS

Glueck<sup>13</sup> credits Rochester, New York, with pioneering in the use of school buildings for community purposes when the Board of Education in 1907 appropriated \$5000 for an experimental program in a number of schools. Political and economic questions were discussed in 72 meetings held throughout the city. Her study made in 1924 revealed that 722 cities, townships, and villages reported the regular use of 1569 school buildings as community centers.

Recent years have witnessed a remarkable growth in the number of school buildings used for community center purposes during the late afternoon, evening, and Saturday hours when the buildings are not being utilized for school purposes. In 1950, 965 cities reported they were using 5575 school buildings as centers for community recreation.<sup>14</sup>

Despite the relatively extensive use of school buildings for community recreation in 1950 as contrasted with 1900, there are today many thousands of communities totally devoid of community centers while approximately 150,000 public school buildings lie completely or largely unused during the hours when the general public is free to use them. Less than 4 percent of the public school buildings of this country are being used as community centers.<sup>15</sup> Punke<sup>16</sup> suggests several reasons some communities fail to make extensive use of school facilities even when legally authorized. Among these reasons are habit

<sup>13</sup> Eleanor Touroff Glueck, *The Community Use of Schools*, The Williams and Wilkins Company, 1927, p. 18.

<sup>14</sup> National Recreation Association, *op cit*, pp. 5-17.

<sup>15</sup> The U.S. Office of Education reports that for the year 1949-1950 there were 128,225 public elementary and 24,542 public secondary school buildings in the continental United States.

<sup>16</sup> Harold H. Punke, *Community Uses of Public School Facilities*, Kings Crown Press, 1951, p. 203.

and custom, expense, lack of understanding regarding what is actually authorized, lack of imagination, and local jealousies.

While the case for the use of school buildings as community centers is an overwhelmingly strong one, some opposition has manifested itself and is based primarily upon the arguments that:

1. School buildings are not properly constructed for community recreation.
2. Schools should serve only an educational function.
3. Damage to school property will result.
4. Youth, having been in school all day, want to go elsewhere for recreation.
5. School activities frequently conflict with the community center program. This is especially true of adult activities, which, in buildings used solely for recreation purposes, can be scheduled early in the afternoon or in the morning, but in schools they cannot be scheduled until after school hours.
6. No permanency of room arrangement for dances, or clubs, or similar activities is possible as all decorations and other factors contributing to the recreation "atmosphere" must be removed after each event because school is in session tomorrow.

Those who favor the use of school buildings for community recreation present the following arguments:

1. Public services should be provided at the lowest cost that is compatible with good service. Therefore, duplication of facilities should be reduced to a minimum. A community that has millions of dollars invested in school buildings should demand the greatest possible return on this investment before acquiring additional facilities. The basic principle of administration that *all facilities, activities, and services should be made to yield as large an educational return as possible* has significance here.
2. Since most school buildings are located near the center of the communities they serve, they are admirably situated to meet the recreation needs of their constituents.
3. Schools lie idle much of the time when the people are free to use them.
4. The school buildings belong to all the people and should be used by all the people. They do not belong to the school board, the superintendent, the principals, the teachers, or the custodians.



- 5 Schools offer a variety of facilities which through careful planning can be adapted to community use

### *Securing the Use of School Buildings*

Where the recreation department is under the jurisdiction of the board of education the problem of securing the use of school buildings is much easier of solution than where it is not. In either case school authorities must be convinced there is widespread public demand for the facilities that good leadership will be provided, school property protected and competent custodial services furnished so that the major function of the building and its contents will in no way be impaired.

The superintendent of schools must be persuaded first of all that the school buildings should be used for recreation. The superintendent of recreation may be able to do this alone. If not, he may call for assistance upon certain of his board of recreation members or upon other interested citizens or both. When the superintendent is convinced he can clear the way with the board of education, the principals, teachers and custodians. Since the operation of school centers involves cooperative relationships between the recreation department and school authorities, some administrative device should be established to facilitate such cooperation. A recent study by Hutchins of 105 communities in which recreation departments utilize school buildings reveals the nature of the administrative arrangements in effect and the frequency of their use.<sup>17</sup>

<i>Device</i>	<i>Number of Cities Using Device</i>
Members of school board on recreation boards	51
Periodic joint meetings of school and recreation administrative staff members	42
Regular assignment of school employees to the recreation staff	27
Joint meetings of school and recreation boards	22
Joint employment of administrative personnel by both agencies	20
Regular assignment of recreation employees to the school staff	10
Member of school staff on recreation board	9

<sup>17</sup> H. Clifton Hutchins, "The Use of School Buildings for Recreation—Part II" *Recreation*, December 1930, p. 353.

From the viewpoint of recreation authorities, the problem of the use of school buildings for recreation purposes is only half solved once the recreation department is admitted into the schools. The second half of the problem is to stay there, and this can be done only by elimination of the major causes of friction between the day school and the evening center. *Good administration anticipates difficulties before they arise and acts to prevent them.* The superintendent of recreation, fully aware of the significance of this basic principle of administration, will take the necessary steps in advance to forestall trouble with the schools over such possible sources of friction as rental charges, custodial services, protection and storage of both school and recreation supplies and equipment, and the adaptation of buildings to community activities.

### Rental Charges

If the recreation department is to be charged for the use of school buildings, a written agreement should be entered into specifying in detail the exact nature and amount of these charges. Hutchins' study of payments required of recreation departments in 105 communities discloses that:

- 28 pay nothing for the use of school buildings
- 23 pay only for custodians employed by the schools
- 12 pay rent by the season or the period
- 14 pay rent plus other charges, as for custodians
- 10 pay for heat and light plus other charges
- 16 pay other combinations of charges
- 2 reported conflicting data<sup>15</sup>

Where departments are charged, the amount varies greatly from city to city. For example, in Niagara Falls, New York, the recreation department pays only \$2.50 per school per night of operation, regardless of the number of rooms used while in Jackson, Mississippi, the charge for a gymnasium alone is \$25.00 and the recreation department must furnish a janitor besides.

### Custodial Services

Custodial services should be performed by a regular member of the school's janitorial staff. It should be understood by all concerned,

<sup>15</sup> *Ibid.*

however, that he is responsible to the director of the community center in all those aspects of his work which relate directly to the operation of the center. A noncooperative custodian who takes his orders solely from the school superintendent of buildings and grounds can do irreparable damage to an otherwise effectively functioning community center. Preece points out "Janitorial service may be part of the regular day-school janitor's duties, or it may be performed by an assistant janitor who reports for late afternoon and evening duty. Not only the cleaning of the building and putting it in order must be thought through, but the director and all the leaders, as well as the janitors must know whose work it is to close windows, clean up after craft classes, put away equipment, lock cupboards and doors, and return keys. The janitor should be given a calendar of center activities well in advance, so that he can plan his work accordingly."<sup>19</sup>

### *Care of Buildings and Equipment*

The greatest single cause of friction between the schools and the recreation department is damage to school property. When a teacher, whose class has worked for days on a project, enters her room in the morning to find the project wrecked by vandals in the community center the previous evening, she is unlikely to look with complete favor upon the recreation department. Nor does the school's teacher of physical education view dispassionately broken locks and stolen gym shoes when he inspects the locker room on the morning after. And yet both teachers may be partially to blame. Teachers whose rooms are being used for recreation purposes should be responsible for storing under lock and key the many small items which are a constant temptation to some youth. This will necessitate the provision of ample storage space and some effort on the part of the teachers. The physical education teacher must not be satisfied with the use of a cheap lock which anyone can break by striking with the heel of a shoe. He will also check the locker room to see that all lockers are locked at the close of the school day.

The community center staff has the greater responsibility for protection of school property, simply because if conditions become un

<sup>19</sup> Marion Preece, *Community Recreation Center Quiz*, National Recreation Association 1945, p. 11

bearable it will be they, not the school people, who must move out. Leaders must be extremely careful in their supervision of the members of their groups. Leaders in gymnasiums should supervise constantly the locker and shower rooms. If they cannot do this and at the same time execute their gymnasium functions properly, it may be necessary to keep the locker room locked except for a short period each hour or employ a special locker room attendant. Each evening, before the center is opened to the public, all leaders should inspect the rooms they are to use in order to determine what preventive measures should be taken to safeguard the school's property. Whenever school property is damaged, a report of the damage should be filed immediately with the director of the center on a form provided for this purpose (see Form 13).

### *Types of Facilities Used*

Almost every available school facility is used by recreation departments. Of 28 different facilities used by one or more of 105 communities reporting, Hutchins found that the gymnasium is the most frequently used major facility, followed by toilet rooms, showers and lockers, auditoriums, playrooms, classrooms, hallways, bulk storage space, community rooms, conference rooms, industrial arts shops, music rooms, swimming pools, cafeterias, and art rooms.

### *Adapting School Buildings for Community Activities<sup>20</sup>*

In most communities the majority of school buildings have been constructed with no thought of their ever being used for community recreation purposes. It becomes necessary, therefore, to make certain adaptations in the buildings which will enhance their usefulness to the recreation department and reduce to no appreciable degree their educational effectiveness.

#### **GYMNASIUM AND ACTIVE GAME AREAS**

Many buildings lack a gymnasium but have a large room often referred to as the "assembly hall." Such halls can be adapted to serve a

<sup>20</sup> Adapted from Dorothy C. Enders, "Adaptation of School Houses for Community Activities," 1950 *Handbook, Department of Municipal Recreation and Adult Education*, Milwaukee Public Schools, Wisconsin

CITY OF DETROIT  
DEPARTMENT OF PARKS AND RECREATION

DAMAGE TO SCHOOL PROPERTY REPORT

2 copies (One retained by District Director)  
(One to be sent to Main Office)

School: \_\_\_\_\_ Date of Report \_\_\_\_\_

Date of Damage: \_\_\_\_\_ Time \_\_\_\_\_

Nature and Extent of Damage \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

State How Damage Occurred \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Room Number: \_\_\_\_\_

Was Damage to Building Adjacent to Play Areas?

Yes ☐

No ☐

Person or Persons Responsible (Team) \_\_\_\_\_

\_\_\_\_\_

Address \_\_\_\_\_

Witness: \_\_\_\_\_

Address \_\_\_\_\_

Witness \_\_\_\_\_

Address \_\_\_\_\_

Was Board of Education Form #446-A "Thefts and Damages" covering this damage signed by Instructor?

Yes ☐ No ☐

SIGNED \_\_\_\_\_

Instructor

SIGNED \_\_\_\_\_

Board of Education Representative

APPROVED \_\_\_\_\_

District Director

NOTE. This report is subject to further investigation by the Department of Parks and Recreation.

function similar to that of a gymnasium by screening windows, lights, radiators and thermostats, panelling lower walls to protect the plaster, installing basketball goals and painting game lines on the floor. Large basement rooms may be prepared in similar fashion for active games of low organization.

#### ENTERTAINMENT AND DRAMATIC FACILITIES

If the assembly hall is large enough to be used for entertainments and will permit the construction of a permanent stage, the space under the stage can be used for efficient storage by the construction in the front of a series of movable panels, through which dollies containing auditorium chairs can be stored. A sectional stage may be necessitated if the hall is small. In either case a high stage is essential if the hall floor is a flat one. All the necessary lighting arrangements can be built into the stage. It is desirable to paint a motion picture screen on the back wall of the stage. If the hall is used for basketball, the goal at the stage end of the hall should be of a suspended type which can be drawn toward the ceiling when not in use. If the backboard of this goal is glass, spectators may sit on the stage during games and have an unobstructed view of the activity.

Adaptations of the nature suggested above enhance greatly the usefulness of this facility, since it may now be used for sports activities, dancing, dramatic productions, lectures, concerts, and social events

#### SMALL-GROUP ACTIVITY ROOMS

Rooms for table games, clubs, sewing and other forms of crafts, small dance classes, bridge instruction, reading, lounging, and many other activities can be made available with a little ingenuity. Basement rooms can be made attractive by painting the walls or covering them with wood if this is financially possible. Cement floors should be painted with special cement paint in bright colors. Classrooms may be used if the desks and seats are fastened not to the floor but to wooden runners in groups of two or three, thus making it possible to move them into the cloakroom, leaving an open floor for recreation activities. If a cloakroom is not available, or if the entire floor space is not needed, the seats may be pushed to one side of the room or carefully

piled up on top of one another Equipment necessary for the evening's program may then be brought in horses, tabletops, chairs, sewing machines and an ironing board for dressmaking groups, piano and chairs for musical organizations, chairs for club meetings, small tables and chairs for card groups, table tennis equipment, tables and games for the game room, and mats for tumbling and stunts

#### SERVICE FACILITIES

Arrangements should be made for the preparation of food because of the important part it plays in the enrichment of social activities If possible a kitchenette should be located near the assembly hall and another near the small group activity rooms in the basement If there is sufficient space, a kitchenette and cupboards can be installed in a cloakroom A stove can be converted into a small stand or table by means of an ornamental box covering

A room near the entrance to the building should be converted into a checkroom for storing the wraps of patrons A removable counter can be fitted into brackets on the door jumbs, thus serving the dual purpose of receiving the wraps and preventing entrance into the room Desks, seats, cloakroom hooks, and tables may be used to accommodate the clothing Patrons should be given a check for their belongings

Attractive bulletin boards, listing the center's program and other items of interest, should be placed in the corridors as an aid in the promotion of activities

#### STORAGE ROOMS

Problems arising out of the joint occupancy of school buildings can be eased if both groups have adequate storage facilities Many old school buildings have cloakrooms which are not essential to the operation of the day school One of these may be utilized by the recreation department for the storage of tables, chairs, horses, sewing machines, and large game equipment

Other important factors to be considered in the adaptation of buildings to community center usage include provision of office space for the director and the construction and location of corridor gates to close off unused portions of the building

### The Community School

Many progressive communities are constructing school buildings designed to serve both an educational and a recreational function. Holy<sup>21</sup> suggests four factors as contributing to the recent intensification of interest in this area:

1. Responsibility of the school to provide a program for the 80 percent of high school graduates who do not go to college, and for those who drop out of high school.
2. Increased leisure of adult population.
3. Need to enlist support of all persons in behalf of schools. A large percent of the families in a community have no children in school.
4. Trend among educators toward a philosophy that "education is life," and away from the philosophy that "education is preparation for life."

He further suggests a number of general requirements to which communities should adhere in planning buildings for community use:

1. Site should be of sufficient size to provide recreational opportunities, not only for the school, but for the community. There should be ample space for community parking.
2. Music room, auditorium, and gymnasium, whether planned separately or in combination, should as a group have an independent entrance and be so planned that they can be shut off from the rest of the building. It is essential that toilet facilities be provided in that part of the building open to the public.
3. Kitchen, complete and independent, to be used principally for community purposes, may be so planned that it opens either into the regular school cafeteria or the gymnasium; i e., it should open into a space large enough for serving community banquets.
4. Shops and laboratories should be planned and equipped to serve both the school and the community. Separate tool rooms, and storage space for supplies and equipment, may have to be provided for community use.
5. Lockers and dressing rooms for adults in addition to those for school children are desirable for the gymnasium. Where funds permit, it is likewise desirable that separate showers be provided.
6. Library with outside entrance, and of sufficient size for community use, is desirable.

<sup>21</sup> Thomas C. Holy, "Community Programs Modify School Design Concepts," *School Planning*, F. W. Dodge Corporation, 1951, pp 24-25. Originally published in *Architectural Record*.



- 7 Heating and ventilating systems are preferably so designed that units such as the music room auditorium gymnasium and library can be heated without heating the entire building
- 8 Student activities require adequate space at least the equivalent of one classroom with sufficient storage space for all types of activities—rehearsals clubs school publications etc
- 9 Classrooms Where the school staff is desirous of increasing student participation in classroom programs movable equipment is essential and larger classrooms are often required
- 10 Health clinic rooms should be provided so that preschool children (as well as those enrolled in the school) may be cared for and instructed
- 11 Entertainment In small communities where there are no satisfactory theaters ample provision should be made for showing moving pictures to the community Such provisions are desirable for school use in all communities<sup>22</sup>

The extensive use of a school building as a center of community life affects in many ways various aspects of the culture in which it exists. As the school widens its services to the community it increases the number of its friends through becoming identified in the public mind as a center of joy and happiness and enriched living for all the people. Its prestige rises its influence grows and its support develops. School officials who have the vision to see the school as a great social institution representing one of the outstanding culture symbols of our civilization will welcome the opportunity to open its doors to the people seeking recreation.

### CENTERS IN OTHER BUILDINGS

No extended discussion of centers in other buildings will be attempted here nor does one appear to be necessary. The earlier part of this chapter dealing with the Madison Community Center was concerned with a nonschool center. It should be pointed out however that there are certain real advantages if a community has a building wholly devoted to the leisure activities of its people. That city is most fortunate which utilizes its school buildings as well as a building or buildings for recreation only. Madison Wisconsin in 1947 conducted recreation activities in a large downtown two-story building on a year round basis.

<sup>22</sup> Ibid

and, in addition, used fourteen of its fifteen school buildings either as fully developed community centers or as facilities for the operation of municipal athletic leagues.

Columbus, Georgia, operates a youth center in a building formerly used as a warehouse. Detroit, Chicago, and many other cities have constructed buildings designed for the exclusive purpose of recreation. Centers are to be found in churches, club buildings, stores, city halls, and numerous other locations. Miami, Florida, has one of the most unusual facilities in the nation as a community center—a sailing ship, the *Prins Valdemar*, built in Helsingor, Denmark, in 1892. The barkentine, 240 feet long, 38 feet beam, and 21 feet deep, is located along beautiful Biscayne Boulevard in downtown Miami. Although not in the water, it is immediately adjacent to it. Scattered over its four decks are offices, meeting rooms, club rooms, a dance floor on each of three decks and a dance pavilion outside, a television theater in the hold, an observation deck, and other facilities. The center can accommodate 2500 patrons. The ingenuity of Americans leaves no facility immune to the possibility of ultimate conversion to community center purposes.

### *A CONTROVERSIAL ISSUE*

On the programs of many centers boxing plays an important part. Superintendents of recreation in other communities believe that boxing has no place in a center dedicated to the welfare of the individual. Should boxing be a part of a community center program or should it not? There is only one valid guide in arriving at an answer to this question: What is best for the boys concerned?

The chief target of a boxer is the head of his opponent. During the course of a fight the heads of both boys generally are struck a number of times. Steinhaus points out that Navy laboratory tests have "established that a blow to any part of the head causes the brain to bounce back and forth inside the skull. The brain weighs only three pounds and is not securely tied down. Even a light blow causes it to bang against the containing side walls of the skull. This motion may cause the brain to bruise and bleed, not only at the point of impact but also on the skull, where the bounce is absorbed."<sup>23</sup>

<sup>23</sup> Arthur H. Steinhaus, "Boxing—Legalized Murder—?" *Look*, January 3, 1950, p. 35.

Halstead reports a study by Holbourn an English physicist which shows that a concussive blow inducing rotational shear to any part of the skull tends to damage the cortex of the frontal lobes<sup>24</sup> Halstead examined 147 brain cases in which no injury was evident outside the skull His study corroborated that of Holbourn's in proving that head blows bruise most frequently the brain's frontal lobes The chief reason for this is the presence up front of the sharp bony surface of the skull known as the sphenoidal ridge against which the frontal lobes strike when a blow to the head results

Since it is in the frontal lobes that man's highest intelligence resides and since brain injuries never heal as do other injured parts of the body it is apparent that head blows in boxing are a direct attack upon the thinking powers of the individual as well as upon his self control speech gait and emotional stability

Any values which the proponents of boxing claim for the "sport" can be derived from other activities minus most of the hazards The 417 superintendents of recreation who permitted boxing as a part of their programs in 1950 cannot escape their share of the responsibility for its effects upon the boys who took part in it They would do well to consider carefully the answer to this question Does an activity belong in a program of public recreation when the success of a participant is measured by his ability to injure his opponent? The answer should be framed with reference to the values sought in a democracy which believes in the supreme importance of the individual and which applies as the ultimate test of the success of a program of recreation the extent to which it enriches human life and contributes to developing and strengthening the qualities of the good citizen in a democracy

### EVALUATING THE COMMUNITY CENTER

Evaluation is a process of discovering the extent to which the community center has accomplished what it set out to accomplish This means that evaluation begins with a statement of the values to be sought and ends with a determination of the degree to which these values have been attained Evaluation is both a continuous and a co-operative process involving participation of all persons affected by the

<sup>24</sup> Ward C Halstead *Brain and Intelligence A Quantitative Study of the Frontal Lobes* University of Chicago Press 1947 p 134

program. It means not only considering the values toward which the center is striving but considering what is happening to the people who take part in its activities. Thus it should be possible to determine strengths and weaknesses of the program and to plan for center improvement.

*At the present time recreation literature dealing with evaluation is almost nonexistent, and in far too many instances the attendance figure constitutes the sole measure of a center's success. While it is right that we should be interested in the number of people who come to a center, we should be even more concerned with what happens to these people as a result of their participation in its activities. Evaluation seeks the answer to this question.*

There are many techniques and procedures used in a broad program of evaluation. Among these are evaluation sessions, observers' reports, record keeping, sociometric techniques, rating scales, and questionnaires.<sup>25</sup> This section is not intended to present a thorough discussion of the subject of evaluation. It proposes to do no more than point out the need, suggest a few questions which might be helpful in a self-evaluation, and express a hope that some who read it may be stimulated to pursue further an inquiry into this important subject.

The questions which follow are limited in number and restricted primarily to the program for youth. They should be considered as examples only.

### *Basic Questions*

1. Is there a community center council, including youth representation, which meets periodically to consider problems affecting the recreation and welfare of all participants?
2. Is youth given an active share in planning and conducting its own recreation?
3. How can the center and community agencies work together more effectively in identifying and meeting the recreation needs of all the people?

<sup>25</sup> Staff of the Physical Education Department, University of California, Los Angeles, *Group Process in Physical Education*, Harper & Brothers, 1951, pp 250-260

4 What do you believe the center should do for those who attend it?

5 Is the program sufficiently broad to help meet many of the basic needs of all youth?

6 What improvements do you plan to make *this* year in your program?

7 What information do you have about the children who come to your center which will enable you to understand better their behavior?

8 How do you propose to secure additional information?

9 What examples can you give which illustrate how the center is helping youth meet basic personality needs by

a Helping each child achieve status with his associates?

b Assisting each child to gain recognition?

c Making sure that each child is accepted by a group?

d Providing activities that are inherently interesting and occasionally exciting?

e Sharing opportunities to be a leader and a follower?

f Developing attitudes of friendliness and courtesy?

g Maintaining an atmosphere of freedom coupled with responsibility?

h Helping each child to be happy?

10 What examples can you give which illustrate how the center is helping youth grow in democratic human relationships by

a Leading each child to accept a playmate whose religious or racial background is different from his own?

b Helping youth to show respect for the ideas of others?

c Providing opportunities to carry responsibility?

d Giving them opportunities to learn to select leaders well qualified for the job to be done?

e Leading them to accept decisions graciously?

f Helping them develop the quality of cooperation?

g Assisting them in developing a respect for rules?

h Leading them to prefer excellence to mediocrity?

i Guiding them to adopt a code of behavior based on moral and ethical principles?

11 Is there an effective program of in service education for the staff?

12 What are my greatest strengths and weaknesses as a leader?

13 What are the strengths and weaknesses of the center's present program?"\*

### SELECTED READINGS

- 1 *Conduct of School Community Centers*, New York, National Recreation Association, 1946
- 2 Engelhardt, N L, and Engelhardt, N L, Jr, *Planning the Community School*, New York, American Book Company, 1940
- 3 Glueck, Eleanor Touroff, *The Community Use of Schools*, Baltimore, The Williams and Wilkins Company, 1927.
- 4 Hurd, Robert W, "A Successful Community Center," *Recreation*, September, 1951, p 193
- 5 Hutchins, H Clifton, "The Use of School Buildings for Recreation—Part I," *Recreation*, November, 1950 p 301, and "Part II," *Recreation*, December, 1950, p 383
- 6 Pearse, Innes H, and Crocker, Lucy H, *The Peckham Experiment*, New Haven, Yale University Press, 1947
- 7 Preece, Marion, *Community Recreation Center Quiz*, National Recreation Association, 1945
- 8 Punke, Harold H, *Community Uses of Public School Facilities*, New York, King's Crown Press, 1951
- 9 "School Buildings for Community Use," *Recreation*, October, 1951, p 268
- 10 Staff of the Physical Education Department, University of California Los Angeles *Group Process in Physical Education*, New York, Harper & Brothers, 1951
- 11 Steinhaus, Arthur H, "Boxer's Brains Swapped for Medals," *Journal of the American Association for Health, Physical Education, and Recreation*, October, 1951, p 12

### Films

- 1 *A B C of Puppets, Type I* (10 min ) Rental \$1 50 16 mm Sound Bailey Films Inc., 2044 North Berendo Street, Hollywood 27, California
- 2 *A B C of Puppets, Type II—Operation and Stage Construction* (10 min ) Rental \$1 50 16 mm Sound Bailey Films, Inc
- 3 *Cowboy Squares and American Indians* (30 min ) 16 mm Silent Perry

\* Several of the above questions are adapted from Southern Association's Co-operative Study in Elementary Education, *Evaluating the Elementary School*, Commission on Research and Service, Atlanta 1951

Mansfield School of the Theater and Dance, 135 Corona Avenue, Pelham 65, New York

- 4 *Let's Play With Clay Animals* (11 min ) 16 mm Sound Young America Films, Inc . 18 East 41st Street New York 17, New York
5. *Let's Play With Clay Bowls* (11 min ) 16 mm Sound Young America Films, Inc.
- 6 *Marionettes—Construction and Manipulation* (10 min ) Rental \$2 00 16 mm Sound Brandon Films Inc , 1700 Broadway, New York 19, New York
- 7 *Parties Are Fun* (10 min ) 16 mm Sound Black and white Color Coronet
- 8 *Social Dancing* (1 reel) 16 mm Sound Color Coronet Instructional Films, 65 East South Water Street, Chicago 1, Illinois
- 9 *The American Square Dance* (1 reel) 16 mm Sound Color Coronet

# Competitive Sports in Recreation

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DOWN through the ages competitive sports have played an important part in the life of civilized man, not only reflecting the culture but contributing greatly to its development. The relationship of man's early sports competition to his survival activities was very real—chasing and fleeing and fighting were the central theme of primitive games. Almost three thousand years ago Homer described how even war failed to lessen the Greek passion for games. After the dead Patroclus had been cremated before Troy, according to Achaean custom, the Greeks engaged in foot races, disc-throwing, javelin-throwing, archery, wrestling, chariot races, and single combat fully armed.<sup>1</sup>

Durant points out the extent to which sports in ancient Greece influenced the culture of the time:

... The games had a profound influence upon art and literature, and even upon the writing of history; for the chief method of reckoning time, in later Greek historiography, was by Olympiads, designated by the name of the victor in the one-stadium foot race. The physical perfection of the all-around athlete in the sixth century generated that ideal of statuary which reached its fullness in Myron and Polycleitus. The nude contests and games in the palaestra and at the festivals gave the sculptor unequaled opportunities to study the human body in every natural form and pose; the nation unwittingly became models to its artists, and Greek athletics united with Greek religion to generate Greek art.<sup>2</sup>

The values of competitive sports are not exhausted by their contributions to physical excellence, to the varied aspects of the culture of their time, nor even to the qualities of the democratic citizen as

<sup>1</sup> *Homer's Iliad*, The World Publishing House, 1877, pp 494-513

<sup>2</sup> Will Durant, *The Life of Greece*, Simon and Schuster, 1939, p 217



they generally are listed. They also are to be discovered in what Gardiner<sup>3</sup> calls "the athletic spirit" which welcomes the contest no matter how strenuous it may be for the sheer joy of testing one's powers of accepting the challenge because it is a challenge and because the athlete loves a struggle. It is this spirit which prompted Leigh Mallory when asked why he must spend thousands of dollars and jeopardize his life which he later lost in an effort to climb Mt. Everest to reply simply "Because it is there".

If the people of a nation delight in large numbers in the vigorous struggle in the development and use of a high degree of skill in active sports and games in the doing in the thrill of achievement and in the honor accorded to real accomplishment we can be reasonably sure that their civilization will have within it certain of the seeds of greatness. On the other hand if there is a tendency to shun the toil essential to the development of excellence to choose the easier role of the spectator to shrink from the shock of the conflict to prefer the inactive life there is grave danger that biological and spiritual deterioration may become so general as to threaten the continued existence of that civilization.

No accurate figures exist on the extent to which the people of the United States participate in competitive sports. Some estimates have been made but they are estimates only. For example Menke<sup>4</sup> places the number of bowlers at 10 000 000 to 15 000 000 guesses that 2 000 000 and perhaps many more could be playing basketball and believes there are 5 000 000 or more softball players.

Figures released by the National Recreation Association are not helpful in estimating the extent of national participation in sports for two reasons: (1) they deal only with participation under the auspices of municipal and county recreation and park authorities and (2) few of these recreation agencies keep accurate records of the number of individuals who take part in their sports programs and many either keep no records at all or fail to report their participation to the National Recreation Association.<sup>5</sup>

<sup>3</sup> E. Norman Gardner *Athletics of the Ancient World* Clarendon Press 1930 p. 2

<sup>4</sup> James Ramsey Ullman *Kingdom of Adventure Everest* William Sloane Associates 1947 p. 385

<sup>5</sup> Frank G. Menke *The New Encyclopedia of Sports* A. S. Barnes and Company 1947

<sup>6</sup> National Recreation Association *Recreation and Park Yearbook* 1951 p. 21

Therefore, about all that can be said with accuracy regarding the extent of American participation in competitive sports is that many millions are competing in a variety of activities on the playgrounds and athletic fields, and in the gymnasiums and other sports facilities of this nation. It also can be said with accuracy that many other millions are not participating. There is no way of determining how many of these people are deprived of the opportunity to engage in competitive sports through no fault of their own, but the number probably is very high. The challenge to leaders in this area of recreation is twofold: (1) conduct present programs in as efficient a manner as possible so that all values inherent in the competitive sports program may be realized; and (2) expand the opportunities for participation to the greatest possible degree, to the end that an ever larger number of people may be encouraged to take part. It is with this challenge that the present chapter is concerned.

### ***THE ROLE OF COMPETITIVE SPORTS IN RECREATION***

The sports program is potentially high in value possibilities and equally high in possibilities of a destructive nature. Competitive sports possess tremendous power for either good or evil, depending largely upon the way in which they are conducted. They may develop health or they may destroy health. They may contribute to happiness and good will or they may arouse hatred and bitterness. They may strengthen the moral fiber of youth, or they may weaken it. They may with equal facility help produce the good citizen or the thug. They may prove to be a unifying factor in community life, or they may be a disintegrating influence. They may fulfill their true function as a great medium of enjoyable recreation in which players find adventure, excitement, recognition, acceptance, and many other biological, psychological and social values, or they may be misused to glorify a promoter or a coach, advertise a business, or amuse the general public. They may be evaluated in terms of championships, gate receipts, and attendance figures, or they may be judged by their effects upon the human beings involved.

One of the easiest and most natural ways of initiating a program of public recreation in a community where none has existed previously is through the organization of a sports activity, such as a softball or

basketball league. This kind of activity generally has popular appeal, may be expected to arouse strong emotional reactions in some players, managers, and spectators and frequently will be a source both of great joy and of much grief to the recreation personnel responsible for it. People who are reasonable in most of their behavior are not always reasonable when their teams are involved in certain situations which arise in athletics.

### *FACTORS BASIC TO SUCCESSFUL OPERATION*

The factors which underlie the effective conduct of a program of competitive sports are readily identifiable and must be present if the program is to be a success. The most important of these factors will be discussed at this point.

#### *Leadership*

Leadership exercised by the department of recreation must be of the highest quality if the program is to be successful. This is equally true of the managers or captains whom the players elect to represent them. The superintendent of recreation in the larger communities will appoint a supervisor of sports or athletics. In the smaller cities the superintendent will assume responsibility for the sports program. In either case, it should be recognized that the centralization of responsibility is an important aspect of good administration.

One of the most important qualities of the sports leader or supervisor is the ability to look ahead, visualize, anticipate and then to act on the basis of what has been foreseen. He must be able to plan in terms of the minutest details. The following illustration will suffice to emphasize the importance of this quality.

In a midwestern community a supervisor of athletics was in direct charge of an important city wide track meet conducted on an age classification basis. At the outset of the meet it was discovered that the public address system would not work. This made it difficult to operate the meet efficiently. Nevertheless, the meet finally was run off and results sent in to the newspapers. Later on the ages of three boys were questioned and, upon investigation, it was found that all but four of the eighteen playgrounds participating had used over age boys without

the knowledge of the playground leaders involved. The newspapers criticized the department severely for the fiasco.

Manifestly, the supervisor made two serious errors. He should have anticipated that the public address system might not be in good working order and checked it before the meet in ample time to have it repaired if repairs were needed. Also, he should have anticipated that all children do not tell the truth all the time and established some accurate means of checking the ages of participants in sports events conducted on an age basis.

The leader in charge of sports should see that the rules governing play are clearly stated and strictly enforced. Any exceptions may lead to serious trouble as shown by the following incident. A superintendent of recreation in a small community was watching two adult softball teams warm up for a league game. When game time arrived one team had only six players. The local softball constitution permitted teams to play with seven players but not with six. The team with only six players had not won a game all season, while its opponent had not lost a game. The manager of the team without sufficient players asked the other manager if it would be all right to pick up a seventh player from among the spectators. Not wanting to be labeled a poor sport, the manager said, "Sure, provided it is approved by the superintendent over there." The superintendent, feeling certain the league leaders would win anyway and anxious to avoid a forfeit, agreed to the violation of the rule. The game was played, the player picked up from the crowd turned out to be a star pitcher who was visiting in town for a few days, and the league leaders lost. The players forced their manager to protest the game despite his agreement. The softball commission, which heard the protest, was angry because the superintendent had sanctioned the violation of a rule, the protesting team was incensed because it had been a victim of the superintendent's bad judgment, the team protested against was highly irritated when it lost the protest, the umpires resented the interference on the part of the superintendent, and the sports editor of the local newspaper commented sarcastically about the inept handling of sports by the recreation department.

If the leadership of the team managers is of a superior nature many of the problems of the department will be lessened materially. When the managers lack a sense of fair play and look upon the discovery of a loophole in the rules as the highest evidence of managerial ability, then the department is in for a great amount of trouble.

### Cooperative Planning and Operation

The principle of *creative participation* emphasizes the importance of inviting the players and managers to contribute to the formulation of plans and decisions which affect them. It is imperative that this sharing of responsibility be an important characteristic of the work of the department if the program of competitive sports is to be successful. The National Recreation Association lists five kinds of sports groups which may serve as the machinery for cooperative action:

- 1 The *single-sport association* composed of teams, leagues, clubs or players in a particular sport such as a municipal softball, basketball or tennis association.
- 2 The *commission*, more or less representative of the players in a particular sport and appointed to administer city wide competition in it.
- 3 The *federation or association* concerned with a variety of sports or the total city wide program. In some cases this is a federation of the associations formed around a single sport.
- 4 The *association* concerned with sport for a limited section of the city's population such as an industrial athletic association or women's sports association.
- 5 The *club* composed of players in a particular sport sponsored on a city wide basis such as an archery or hiking club.<sup>1</sup>

The rules and regulations under which the sports body operates should be drawn up by the body itself in conformity with the policies of the department of recreation and copies should be made available to all sponsors, managers and captains. Sometimes these rules are quite simple while in many instances a complete and detailed constitution with by laws is issued. These detailed constitutions usually follow a pattern similar to that of a midwestern baseball association outlined below.

#### ARTICLE I

Name and Object—The name of the body and its purposes are given here.

#### ARTICLE II

Membership—Indicates who may become members of the association.

#### ARTICLE III

Governing Body—In this instance the team sponsors elect four members and the department of recreation appoints one who serves as secretary-treasurer.

<sup>1</sup> National Recreation Association, *Community Sports and Athletics*. A. S. Barnes and Company, 1949, p. 33.

urer. At least two of the elected members may not be affiliated with any team in the association. Members serve for one year. The governing body is called a Commission.

#### ARTICLE IV

Officers—Provides for a president, vice-president and secretary-treasurer

#### ARTICLE V

Powers—Grants Commission full power to make such rules and regulations as deemed necessary.

#### ARTICLE VI

Quorum—A majority

#### ARTICLE VII

Standing Committees—Rules, schedules, umpires and others if deemed essential

#### ARTICLE VIII

Amendments—Made by a two-thirds vote of Commission members present

### BY-LAWS

#### Section I

Meetings—Held at time and place designated by president.

#### Section II

Playing Rules—Spaldings Official Baseball Rules except where changed by Commission.

#### Section III

Eligibility Rules—How to become eligible by signing contract card and filing same in department office. Securing release. What constitutes residence. Number of players permitted on roster. Deadline for filing contracts. No paid players. At least two players under nineteen years of age must be on roster. May play on only one team.

#### Section IV

Games—Provides for three rounds of play with the different round winners meeting at end of season for championship. No changes in game dates. Appropriate awards presented.

#### Section V

Forfeiture—Time games begin. Five-dollar forfeit fee. Two forfeitures drop team from league.

*Section VI*

Umpires—How assigned and paid Powers of the umpire

*Section VII*

Protests—Must be filed in office of department of recreation within 24 hours of game and accompanied by \$5 00 If protest is upheld the money is returned Commission decides all protests A Commissioner may not vote if affiliated with either of two teams involved in protest \*

*Section VIII*

General Rules—Entry fee of \$25 00 No smoking on field or bench by any one connected with teams No concession on rules

Regardless of the degree of care exercised in the compilation of the rules governing sports competition recreation leaders may rest assured some enterprising and often unscrupulous manager or player will find a loophole The foolproof constitution has not yet been written All recreation personnel can do is to work constantly for its improvement.

*Equality of Competition*

An amateur baseball league which had been very successful for years recently was discontinued when two teams became entirely too strong for the others When the element of doubt is removed with reference to the outcome of a game or league there is no contest Interest dies among both players and spectators The American's sense of fair play is outraged and he wants no more of this particular activity in this particular setting

Equality of team strength is an extremely important factor in the successful operation of competitive sports Recreation departments use various methods to insure that teams and individuals are well matched Among these methods are

1 *Handicapping* Golf and horseshoes are sports in which handicaps are easily established and applied A ringer in horseshoes counts three points The pitcher who averages twenty ringers in fifty shoes will average sixty points in ringers Sixty is his handicap The pitcher who averages fifteen ringers has a handicap of forty five He will be given fifteen points at the beginning of a fifty shoe match against the

\* Protests should be decided by protest or arbitration boards whose members are highly respected individuals not connected in any way with teams in the league

better player These handicaps are subject to change as the ringer percentages change throughout the season

2 *Classification on basis of ability* Various leagues are organized and teams grouped in these leagues on the basis of their strength as demonstrated by the past performances of their players At the start of a competitive sports program, when the relative strength of teams is unknown, they may be required to play one round to establish their strength They are then grouped into leagues on the basis of their ability League classification for basketball in Milwaukee in a recent year was

League			Classification
Muni	Ace		Open—Top caliber
Major	AAA	North	Open—Above average
Major	AAA	South	Open—Above average
Major	AAA	Central	Open—Above average
Major	AA	North	Open—Average
Major	AA	South	Open—Average
Commercial			Employees of Firm

3 *Classification on basis of age* This method of ensuring equality of competition is used most frequently with youth and with older adults Kenosha, Wisconsin, limits to four the number of players under 25 years of age who may play with any team in its slowpitch league Minneapolis conducts leagues for men 30 years of age and over, and St Petersburg, Florida, has a Three Quarter Century Softball Club

## Officials

The success of a competitive sports program is determined in large measure by the quality of the officiating Protests, bickering, fights injuries, player unrest, and spectator criticism may all too often be traced directly to inefficient officials The problem confronting recreation departments is not so much that of finding honest officials as of securing men and women who know the rules, have mastered the art of officiating and who are willing for only nominal compensation, to take the abuse which fans, players, and managers in this country too frequently heap upon the sports arbiter

The practice of using volunteer umpires and referees in adult con



tests should be discouraged. One city which operated a number of softball leagues attempted to secure its umpires by providing that each team should furnish one. This proved to be wholly unsatisfactory for each manager selected an umpire who would favor his team. When protests were filed the protest committee found it impossible to compel the appearance before it of the volunteer umpires. Umpires and referees should be paid for their work and should be required to take part in both a pre season and an in service training program. Funds for their compensation generally are derived from team entry fees or gate receipts. Many cities provide one paid lead umpire for their softball games and permit the two teams to agree upon a second volunteer umpire who must be acceptable to the head official. The scorer in softball usually is unpaid and is provided by the home team.

Detailed written instructions should be issued to officials covering such items as acceptance or rejection of assignment, how scores are to be reported, wearing apparel, game equipment, pay schedules and time cards, handling of protests, officiating techniques, procedure in case of doubtful weather and cooperation with custodians.

### *Equipment, Supplies and Facilities*

Practice varies somewhat throughout the country but in general game supplies are provided without charge to youth teams while adult teams furnish their own. There are exceptions to this general rule. Junior baseball players usually purchase their fielders' gloves but the department of recreation provides masks, catcher and first baseman's mitts, chest protector and shin guards, balls and bats. When admission is charged for adult contests and gate receipts warrant, softballs and baseballs often are purchased from league funds. Otherwise the home team may be required to furnish a new ball and the visiting team a good used ball in softball. It is good practice to stipulate that this new ball be handed to the umpire *before it is removed from the box* as this will prevent its use during the pre game warm up period. In volleyball and basketball leagues balls frequently are provided for adult teams by the department of recreation. Nets, bases and similar items are provided both youth and adult teams.

Good equipment and supplies are an essential factor in the successful operation of a competitive sports program. The difference in cost be-

tween mediocre and superior supply items often is very little, but the difference in satisfaction accorded the players may be extremely great. Two additional considerations urge the provision of supplies adequate with respect both to quality and quantity: (1) The cheapest item often proves ultimately to be the most expensive because of its lack of durability. (2) Failure to provide proper protective equipment, such as a catcher's mask for youth teams, may result in liability suits if proof is presented that this failure is the direct cause of an injury.

Properly constructed and maintained facilities aid greatly in the conduct of a successful sports program. Tennis courts overgrown with grass, softball infields rutted with bicycle tracks, ice skating areas roughened by snow, and shuffleboard courts on which the lines have worn off repel rather than attract participants. Recreation personnel generally are guided in the construction of areas for baseball, softball, and basketball by official specification, but far too frequently they ignore entirely national regulations for such sports as horseshoes, volleyball, and paddle tennis. It is probable that less than ten percent of the recreation departments of the nation have constructed batteries of official horseshoe courts and maintained them properly. The lack of skill and interest in this and other similarly neglected sports is, to a considerable degree, a measure of the failure of the recreation leaders of this country to provide excellent facilities for play. It can hardly be expected that a boy will be imbued with a desire to achieve a high level of superiority in the art of horseshoe pitching through months of constant practice with a pair of rusty, unmatched mule shoes, pitched into a hole in the ground, at one stake which slants away from him six inches above the surface and at another fifteen inches high slanting toward him—no clay, no official shoes, improper stakes, unofficial pitching distance, and no instruction in how to pitch an open shoe.

Any activity worthy of inclusion in the program of competitive sports is worthy of good facilities, supplies, and instruction. *The democratic citizen has a high regard for excellence.* An excellent product cannot result from any possible combination of inferior ingredients.\*

\* For detailed suggestions on maintenance of sports areas the student is referred to National Recreation Association, *Community Sports and Athletics*, A. S. Barnes and Company, 1949, pp. 316-324.

## Publicity

Administration realizes that understanding is basic to appreciation, appreciation is basic to support and keeps the public informed about its department of recreation. This principle of administration possesses as great significance for competitive sports as for any other phase of the recreation program. Publicity is essential if potential participants are to be informed of meetings scheduled for the purpose of organizing leagues, tournaments and meets; if people are to be attracted as spectators to the events; if both players and the general public are to be apprised of the results; and perhaps of greatest importance, if the need for recognition is to be satisfied. The anguish of players and managers who have won a contest unreported by press or radio is quite real and acute. It leads naturally to anger directed at recreation personnel for their failure to provide for the adequate publicizing of sports results.

## Financial Support

Funds for the operation of the competitive sports program accrue primarily from two different sources: taxes and fees and charges. While practice varies widely throughout the nation, the following policy of a midwestern city of 75,000 population is fairly typical. All equipment and supplies for youth and children taking part in the competitive sports program are purchased from tax funds, with the exception of fielders' gloves in baseball and softball and players' uniforms.

Adult softball and baseball teams must provide their uniforms, bats, gloves, masks and protective equipment worn by the catcher. Trophies are purchased from league funds which are derived from entry fees and gate receipts. Umpires are paid from league funds. The cost of softballs is defrayed in large part from tax funds. After one game these balls are turned over to the playground directors for use on the play grounds. Baseballs are purchased from league funds comprised largely of gate receipts. These balls are then used in the junior leagues.

The amount of the entry fee for softball varies with the number of games the league elects to play—from \$20.00 to \$30.00 is customary. The baseball entry fee is \$35.00. All construction and maintenance costs, as well as the costs of the general supervision provided by the

department of recreation are met through tax funds. In adult volleyball, basketball, horseshoe, ice hockey, and industrial golf leagues, an entry fee is charged which pays for awards and most of the officiating costs. All other expenses are met through tax funds. From this particular practice it may be concluded in general that

1. Competitive sports programs for youth are financed from the regular budget of the recreation department.
2. Adults pay an entry fee sufficient to purchase all awards and pay part of the costs of officials and supplies.
3. Construction and maintenance costs are carried by the department.
4. Adult teams furnish all of their game supplies except balls in softball and baseball.
5. Gate receipts help finance certain sports.
6. If the adult leagues are entirely self supporting, the cost to each team would be so great as to curtail participation.

Where an admission fee is charged spectators, many cities give teams enough season tickets to sell to defray the amount of their entry fee. They also may be given a percentage of all their ticket sales beyond this amount.

### Program

If the basic administrative principle is sound that *a broad and varied program of activities should be provided*, then the program of competitive sports should include a number of activities for young and old of both sexes. Many sports programs are entirely too limited, consisting frequently of little more than softball, baseball, and basketball. When a superintendent of recreation in a city of more than 100,000 population recently was invited to enter a team in a state volleyball tournament his reply was, "We have no volleyball in our city. There has been no demand for it." Nor is there a demand for a library in a city of illiterates! It is a function of leadership in recreation to stimulate or create a demand for sports competition rather than to wait hopefully in the office until the public forces action. Merely making available to people the opportunity to participate in sports is not enough. They may need to be taught, to be interested through demonstrations and films, to be guided by a patient and understanding leader into a new

and sometimes strange experience for them. It is not difficult to interest youth in new activities but the difficulties increase as the age of the individual increases. To the good leader however these increased difficulties represent a challenge to be met and overcome rather than to be avoided.

The following lists of sports are sufficiently comprehensive to meet the needs of those age groups for which competitive sports are desirable although they are by no means complete.

## A SUGGESTED PROGRAM OF COMPETITIVE SPORTS

Ages 9-11	Ages 12-14	Ages 15-18	Adults
Croquet	Aerial Tennis	Same sports as for ages 12-14	Archery
Croquet Golf	Archery		Badminton
Dodgeball	Badminton		Bait Casting
Gymnastics	Baseball (B)	plus	Bowling
Hit Pin Baseball	Basketball	Bowling	Baseball (M)
Hopscotch (G)	Croquet	Field Hockey (G)	Basketball
Horseshoes (B)	Croquet Golf	Football (B)	Curling
Ice Skating	Gymnastics	Golf	Field Hockey (W)
Jackstones (G)	Handball (B)	Gymnastics	Golf
Jumping Rope (G)	Hit Pin Baseball (G)	Ice Hockey (B)	Gymnastics
Kickball	Horseshoes (B)	Skating (water and snow)	Handball (M)
Loop Tennis	Ice Skating	Wrestling (B)	Horseshoes
Marbles (B)	Loop Tennis		Ice Boating
Newcomb	Paddle Tennis		Ice Hockey (M)
O'Leary (G)	Shuffleboard		Ice Skating
Paddle Tennis	Softball		Rifery
Softball	Swimming		Rogue
Swimming	Table Tennis		Shuffleboard
Table Tennis	Tennis		Skating (water and snow)
Track and Field (modified)	Touch Football (B)		Softball
Washers	Track and Field (modified)		Squash (M)
	Volleyball		Swimming
	Washers		Table Tennis
			Tennis
			Track and Field
			Volleyball
			Water Polo (M)
			Yachting

NOTE (B)—boys only (M)—men only  
(G)—girls only (W)—women only

## Tested Routine Procedures

Good administration establishes tested routine procedures for purposes of efficiency and control. Among the procedures which should be

ORIGINAL

MADISON PUBLIC SCHOOLS, Madison, Wis.

Date Received \_\_\_\_\_

Department of Health, Physical Education, Recreation and Safety

351 W Wilson St.

DIVISION OF RECREATION

Telephone 6-1911

## CONTRACT

Player \_\_\_\_\_

Player's Address \_\_\_\_\_ Phone No. \_\_\_\_\_

I hereby agree to play \_\_\_\_\_ for the \_\_\_\_\_  
(Sport)

team in the \_\_\_\_\_ league during the season of 19 \_\_\_\_\_

I am not under contract with any other team in this activity and I further agree to abide by the Regulations of the Board of Education and its Division of Recreation and the Constitution and By Laws of the Madison Municipal Athletic Association conducting this sport.

Signed \_\_\_\_\_

(FOR PLAYERS UNDER 21 YEARS OF AGE):

(Must be Player's Signature)

I approve of the terms of the above Contract signed by my son or ward.

Signed \_\_\_\_\_

(Parent or Guardian's Signature)

The above player is eligible to play in this League and was signed this date \_\_\_\_\_

Signed \_\_\_\_\_

Manager

## This Card Must Be Filled Out In Full!

Please Print \_\_\_\_\_ Business Phone \_\_\_\_\_  
(Last Name) (First Name) (Initial)

Player's Address \_\_\_\_\_ Res. Phone \_\_\_\_\_

Activity \_\_\_\_\_ League \_\_\_\_\_

Team Name \_\_\_\_\_

Place of employment \_\_\_\_\_

(For players living outside of 6 mile radius)

For Players under 21 years of age Date of Birth \_\_\_\_\_

(Month)

(Day)

(Year)

Date Received in Recreation Office \_\_\_\_\_ by \_\_\_\_\_  
(Office File Copy)

Form 14 Player's Contract

# Competitive Sports in Recreation

277

Manager's Copy

MADISON PUBLIC SCHOOLS Madison, Wis.  
Department of Health, Physical Education Recreation and Safety

Date Received \_\_\_\_\_

351 W Wilson St

Telephone 6-1911

## DIVISION OF RECREATION CONTRACT

Player \_\_\_\_\_ Phone No. \_\_\_\_\_

Player's Address \_\_\_\_\_

I hereby agree to play \_\_\_\_\_ for the \_\_\_\_\_  
(Sport)

team in the \_\_\_\_\_ league during the season of 19 \_\_\_\_

I am not under contract with any other team in this activity and I further agree to abide by the Regulations of the Board of Education and its Division of Recreation and the Constitution and By Laws of the Madison Municipal Athletic Association conducting this sport.

Signed \_\_\_\_\_  
(Must be Player's Signature)

(FOR PLAYERS UNDER 21 YEARS OF AGE)

I approve of the terms of the above Contract signed by my son or ward.

Signed \_\_\_\_\_  
(Parent or Guardian's Signature)

The above player is eligible to play in this League and was signed this date \_\_\_\_\_

Signed \_\_\_\_\_ Manager

put into effect is one clearly setting forth the exact routine to be followed in adding or releasing players. Players should be required to sign contract cards in duplicate. The original is filed in the office of the department of recreation while the team manager keeps the duplicate. Kenosha Wisconsin, stipulates that baseball and softball rosters shall be limited to fifteen players and basketball to eight. Managers must file contract cards for all players at least one week in advance of their first game.

If a manager wishes to release a player he signs an official release form and files it with the department of recreation which clips the release form to the contract card and removes it from the team's roster. The player is then eligible to transfer to another team by signing another contract card. Many cities limit players to one such transfer during a season bar them from play for at least one game do not permit them to return to their original team and prohibit all transfers after approximately two thirds of the playing season has been completed.

The issuance of practice permits for the use of ball diamonds tennis courts gymnasiums and similar facilities is another important responsibility.

bility of the department of recreation which is not difficult to discharge efficiently if the procedure for doing so is clearly understood by all. When a team wishes a permit to practice softball the manager may call the department office and request the reservation of a specific diamond. If this diamond is available the secretary checks it off on the master list of diamonds, so that there will be no possibility of two or more teams being issued permits for the same diamond at the same time. He then fills out the permit form and either mails it to the man-

PLAYER'S RELEASE		PLAYER'S COPY	
KENOSHA MUNICIPAL AMATEUR ATHLETIC ASSOCIATION		BOARD of EDUCATION	
Board of Education, Department of Public Recreation		Department of Public Recreation	
<p style="text-align: right; margin-right: 50px;">Date _____</p> <p>I hereby release _____</p> <p>Residing at _____</p> <p>of the _____ Team</p> <p>of the _____ League</p> <p style="text-align: center;">I have notified said player of his release</p> <p>Date Released _____ Manager _____</p>	<p>Name _____</p> <p>Team _____</p> <p>League _____</p> <p style="text-align: right;">Manager _____</p> <p>If you register each member with the association the release number must be sent as with your new registration card.</p> <p style="text-align: center;">(Do not write below this line)</p> <p>Approved _____ Date Released _____</p>		
Managers Must Fill Out Both Sections of This Card			

FORM 15 Player's Release

ager or holds it until the manager calls for it at the office. Permits seldom are issued more than one week in advance and, where diamonds are not sufficient in number to meet the needs, a team must use one permit before it can secure another.

### STEPS IN LEAGUE ORGANIZATION

The recreation leader who is faced for the first time with the responsibility of organizing leagues for sports competition may feel insecure if all of his previous preparation for this important task has dealt with generalities. Especially will this be true if the program is for adults and large numbers are involved. For this reason a detailed presentation is given here of the procedure followed by a superintendent of recreation in organizing one hundred adult softball teams into fourteen leagues for play in a city of approximately 75 000 population.



*First Meeting*

About April 1, five weeks before the opening of league play, attractive mimeographed announcements were distributed widely throughout the city calling a meeting of the managers of all teams desirous of competing in the city's softball program during the forthcoming season. A week in advance of the meeting these announce-

<hr/> <hr/> <div style="text-align: center;"> <b>DIVISION OF RECREATION</b>          Madison, Wisconsin  <b>PERMIT—BALL DIAMONDS</b> </div> <hr/> <hr/>	
Date _____  Name _____  For Use on _____  Hours _____  Diamond _____	Date _____  Issued to _____  For Use on _____ Hrs. _____  Diamond _____  <div style="text-align: center;">         Director of Recreation       </div> <hr/> <small>         All teams or persons using City or School Property agree to abide by the Regulations of the Board of Education and the Park Commission of the City of Madison, Wisconsin.       </small> <hr/> <hr/>

**REGULATIONS**

1. No diamond is to be used when wet.
2. Shoes with baseball spikes must not be used on softball diamonds.
3. Permit may be secured one week in advance.
4. No more than one permit may be held at one time.
5. Call the Division of Recreation FB100 and cancel permit if you do not plan to use it.
6. We reserve the right to refuse or recall permits.

**Form 16 Facility Permit (Regulations appear on reverse side of form)**

ments were mailed to managers and sponsors of all teams entered in league competition the preceding year, and also to churches, industries, civic clubs, fraternal organizations and many other groups. Several news items relating to the meeting were prepared and sent to both press and radio.

Detailed and carefully prepared plans were made for the meeting so that the superintendent knew exactly what was to be done and the order in which it was to be done. Just inside the door of the meeting room a member of the department's staff sat at a table and gave to each manager as he entered the following materials:

1. Application card for membership in athletic leagues. This card was filled out immediately and returned to the leader (see Form 17)

2. Player contract cards

3. Softball constitution

4. Mimeographed information on how to secure practice permits.

The managers filed with the leader a tentative roster of their players. The superintendent discussed the following matters:

1. Opening date of softball season

2. Types of leagues and their relative strength

3. Responsibilities of a manager

4. Entry fees

5. The constitution in detail with special emphasis on eligibility, contracts, releases, player conduct, and protests

6. Date of next meeting and its agenda.

This meeting lasted no longer than one hour.

## **Second Meeting**

Between the two large meetings the superintendent met with the members of the softball commission and carefully scrutinized the tentative rosters submitted by the managers. On the basis of their apparent strength as revealed by the rosters, plus consideration of their expressed desire to enter a certain league as indicated on their application cards, the teams were tentatively grouped into either six- or eight-team leagues. In several instances where considerable doubt existed regarding the strength of teams, all managers of a proposed league were called to a meeting where they read their rosters. They then had an opportunity to voice their opinions regarding the desirability or nondesirability of the suggested league set-up. The commission was willing to authorize changes in league personnel if it believed such changes could be justified, but it was always on the alert for the managers who tried to get a strong team into a weaker league in order to be certain to win a trophy.

The following business was transacted at the second meeting:

1. New softball commission was elected to take office in one week.

- 2 Superintendent announced the personnel of each league.

- 3 Leagues met in small rooms and managers read names on contract cards. If any team proved unacceptable to the group the superintendent was notified of the reasons, and the problem was settled by the commission that evening. A league president was elected, the number of games to be played each week was decided upon, and the days of the week on which the league wished to play was determined.
- 4 Managers drew numbers to determine their opening day opponents.
- 5 When the president of each league notified the superintendent of the number of games the league wished to play each week, he was informed what the entry fee would be. This fee was paid by the managers to a staff member of the department of recreation as the last item of business. Contract cards were turned over to the leader receiving the fees.

## APPLICATION FOR MEMBERSHIP IN ATHLETIC LEAGUES

Date\_\_\_\_\_

Team\_\_\_\_\_

Sport\_\_\_\_\_

Manager\_\_\_\_\_

Address\_\_\_\_\_ Phone No \_\_\_\_\_

League Desired\_\_\_\_\_

Where Do You Wish to Play?\_\_\_\_\_

What Day or Days Do You Prefer?\_\_\_\_\_

First Choice\_\_\_\_\_

Second Choice\_\_\_\_\_

Name of Sponsor\_\_\_\_\_

Address of Sponsor\_\_\_\_\_

FORM 17 Team Application Blank, Madison Wisconsin

## COMMON PROBLEMS

A number of perplexing problems confront the leadership responsible for the conduct of the competitive sports program. It is important

that these problems be recognized and their solutions sought by professional people in a professionally competent manner.

### *Team Sponsors*

One of these problems relates to the sponsoring of adult and youth teams by business firms. Should taverns be permitted to sponsor teams and place their advertisements on the jerseys of players who appear daily on the public playgrounds and in the parks before thousands of children? Where taverns are conducting a business authorized by law they have as much right to sponsor adult teams as have any other business interests. They should not, however, be allowed to sponsor youth teams. For a recreation department to conduct an athletic league wherein boys wear jerseys advertising beer or liquor interests is in extremely bad taste, morally indefensible, and possibly constitutes a legal dereliction.

Sponsors make a very important contribution to the success of a sports program. Many groups of young men and women would find it difficult to purchase their own uniforms, balls, bats, other equipment and supplies, and pay entry fees. Sponsors who finance teams because they like sports, and for whatever advertising value may accrue, make it possible for thousands of persons to participate in competitive sports who might not otherwise be able to play. They owe it to their sponsor to conduct themselves in a manner which will bring credit to him and to the firm or institution they represent.

Furthermore, teams should operate as economically as possible. Yet many sponsors, truly interested in young people and in sports, have quit sponsoring teams because each year the cost has increased greatly, for players have deliberately "gouged" them for more and more equipment, entertainment, trip expenses, and anything else that might be considered legitimate booty. Many players have refused to return their uniforms at the end of the playing season. Rapacious managers and players in many instances have killed the goose that laid the golden egg.

Departments of recreation should do all in their power to control this situation. In many cities the contract card which the player signs contains a statement to the effect that he promises to return to the

manager at the end of the season all equipment issued to him. If he fails to do so the department assumes the responsibility for securing its return. The guilty player may be barred from all further participation in department activities and, as a last resort, legal action may be brought against him.

Sponsors frequently have no idea of the costs of sponsoring a team. Recreation personnel can help protect the sponsor by providing him with an estimate of the legitimate anticipated expenditures for the season. In its junior baseball program one city limited the sponsor's contribution to the amount necessary to purchase jerseys and caps only. The program supervisor secured the sponsors, collected their contributions, purchased the jerseys and caps, and distributed them to the teams. No sponsor was permitted to purchase any additional wearing apparel for his team and, if he had done so, the players would not have been allowed to wear it. No team was permitted to approach its sponsor for any further "handout." The sponsor knew that when he made his original investment he would not be asked to make another that year. There was never any difficulty securing an adequate number of sponsors in this city.

### *Forfeits*

Forfeits are a symptom that something is seriously wrong with a team or league, and an immediate diagnosis and prescription are indicated. One way to reduce the number of forfeits is to require a forfeit fee at the start of league play which is returned after the season is completed provided the team does not forfeit any of its games. Teams often may be dropped from the league after the second forfeit.

Still another successful technique for reducing the number of forfeits is to use the "round" system of league play. Teams usually begin forfeiting during the latter half of the season if they have lost so many games there is no possibility of their winning the championship. The round system of play, however, gives every team a chance for the championship throughout almost the entire schedule regardless of the number of games lost. Under this plan an eight team league in which teams play one game a week over a season of fourteen weeks will play

two rounds. The winner of the first round will play the winner of the second round for the league championship.

A six-team league playing twice a week over a fifteen-week season will play three rounds and a total of 90 games. Each team will play thirty games or ten games per round. If there are three different round winners they meet in a straight elimination tournament for the league championship. If Team A wins two rounds and Team B one round, Team B must defeat Team A in two games to win the championship. It is possible for a team to lose all its games in each of the first two rounds and still win the championship with this system of play, but a team that loses its first twenty games under the straight season plan has no possibility of winning and frequently forfeits its remaining games.

### *Playing on Two Teams*

Should a player be permitted to play on more than one team in the same sport but in different leagues? This practice is permissible in many cities. There are, however, strong arguments against it. The objection based on divided loyalty is a strong one. With which team will he play if both win their league championship and play in a city tournament? Even if he indicates at the start of the season the team he will play with if this situation develops, it is unfair to the team that loses him in the all-important city tournament. Then, too, when one man plays on two teams, generally someone not quite so good a player doesn't get to play at all. The practice of permitting men to play on two teams leads to a monopoly by the highly skilled and the elimination of the "dub." There is very little justification for it.

### *Financial Protection for Injured Athletes*

As the social conscience of the American people becomes more and more sensitive to the welfare of all, and especially of the unfortunate, plans are evolved by the group to spread the costs of an injury over the many rather than permit the full burden to descend upon the afflicted individual and his family. Workmen's Compensation is an outstanding illustration of this enlightened point of view. Although no legal responsibility may be involved, recreation personnel have a moral

responsibility to develop a plan to provide some measure of financial assistance to those players who are injured while participating in the competitive sports program

A number of cities have attacked this problem by creating a player injury fund and assessing teams a special fee or scheduling attractive sports events publicizing them as being played for the injury fund Long Beach requires its softball teams to pay \$15 for the season to this fund Madison Wisconsin some years ago established an injury fund for the protection of its players in an industrial baseball league by playing a team of all stars selected from the league against such major attractions as the House of David and the Kansas City Monarchs Plans of this nature commendable though they are rest on an unstable foundation since a few serious injuries can completely exhaust the funds

The Wisconsin Recreation Association has approached the problem on a state wide basis through the adoption of a plan known as the Athletic Sports Accident Insurance Plan This plan is patterned largely after the state high school athletic injury benefit plans which exist in many states except that an insurance company provides the coverage and all premiums are paid to the company but collected by the superintendents of recreation in the cities participating in the plan Important features of the plan include

- 1 Supervision and control of the plan is under the jurisdiction of a special committee of seven members of the Wisconsin Recreation Association
- 2 Only public recreation departments holding membership in the Wisconsin Recreation Association may participate in the plan
- 3 Only individuals regularly registered in an approved activity or sanctioned by a department of recreation may participate in the plan by paying the stipulated premium for the season of the particular activity Players are covered during practice sessions in games and while in transportation to or from activities away from home only and under authorized authority
- 4 Twenty six different activities are covered with premiums ranging from fifty cents for archery badminton bowling dart ball and table tennis to \$5 for football ice hockey and skiing
- 5 Injuries must be reported immediately at the time of occurrence to the official in charge of the event Official claim for an injury must be filed by the injured player with the director of recreation A notice of claim must be given within twenty days immediately following the injury

6. A schedule of indemnities lists the definite amount that will be paid for each specific kind of injury. The amount ranges from \$3 for one chipped tooth or broken facing to \$100 for a broken pelvis, \$250 for loss of entire sight in one eye, and \$300 in case of death. The plan does not guarantee to pay complete costs of an injury.
7. A recreation department must enforce certain safety measures in the operation of its sports program, or its right to participate in the plan may be cancelled. As an illustration, catchers must wear a mask in softball, and spikes may be no longer than  $\frac{3}{4}$  inch and must be dull.<sup>10</sup>

In 1950, a total of 1394 sports policies were issued under the Wisconsin plan, with premium payments amounting to \$2,277.70. Softball led the list of policies issued with 942; baseball was second with 206. The success of the plan depends primarily upon the interest and efforts of the recreation superintendents in the various cities who serve in the capacity of local insurance agents. The efforts of the Wisconsin Recreation Association to provide a measure of protection for its injured athletes represents an intelligent and coöperative approach to the solution of an important problem at present largely ignored by recreation personnel throughout the nation.

### *Organized Competitive Sports for Boys Under Twelve*

Within the past few years there has developed in this country an ever-growing program of highly organized competitive sports for boys under twelve years of age.

As Madar presents the picture, "Seventy-five thousand boys of 9 to 12 will play Little League Baseball this year, in 700 leagues throughout the nation. Thousands of boys and girls are now engaged in Iddy-Biddy Basketball. Midget golfers from age 3 and up are learning the links game under sponsorship of PGA pros. Midget Football has 30,000 little guys blocking and tackling in 1200 teams, in 100 cities."<sup>11</sup> In many cities organized baseball leagues for boys of six to nine years of age are in operation. State and national competition is being conducted in certain activities.

The problem confronting recreation leaders of the nation simply stated is: Should we support this program or oppose it? Should we

<sup>10</sup> *Bulletin of the Wisconsin Recreation Association*, December, 1950, pp 6-12.

<sup>11</sup> Olga M. Madar, "A Page from the Director's Note Book," *U.A.W., C.I.O. Recreation Round-Up*, February-March, 1952, p 1



support certain aspects of it and oppose others? Where do we stand as professional people on this issue? A questionnaire study conducted under the auspices of the National Recreation Association in 1951 revealed that a majority of the 304 recreation executives responding approved for this age group intracenter or city wide competition with adequate controls in softball baseball basketball and track and field. An overwhelming proportion opposed state and national competition at this age level. Unfortunately the study failed to indicate just what was meant by "under twelve." Six year olds are under twelve but that which might be acceptable for eleven year old boys might be wholly unacceptable for younger children.

It is an interesting fact that most of the promotional efforts on behalf of this program have been exerted by men who have had no professional training in either recreation or physical education. Their knowledge of child growth and development of the physiological psychological and sociological aspects of the human organism of the values sought in recreation and of the relationship of values to activities and methods generally is somewhat less than adequate.

It is unfortunate that research has so far shed very little light on this problem. A nation that can split the atom but can't tell what effect tackle football has upon the human organism of the ten year old needs to expand its research efforts.

As one means of assisting recreation personnel to make intelligent decisions with respect to competitive sports at this age level it is suggested they ask themselves the following questions:

1. What are the values we seek for children of this age through recreation?

2. Is highly organized competition the best way to attain these values?

3. Is this activity selected as a means of realizing the values deemed important in the department's statement of philosophy? If not why was it selected?

4. What are the motives of those who urge the promotion of this activity—advertisement ego inflation desire to develop a farm system or to perpetuate or strengthen a sport? Or does an ex athlete seek to relive his days of glory through his youngster? Any purpose that fails to emphasize the welfare of the child should be suspect. Even where the purpose is sound the means may be quite unsound.

5. Will this activity result in a high degree of specialization to the neglect of the broad experiences which this child should have?

6. Is the child sufficiently mature physiologically and psychologically to participate successfully in this highly organized team sport?

7. Would the child participate in this activity if it were not for the intensive promotional efforts of adults? It is not enough to say that the boys are interested. Of course they are. Boys can be interested in anything if the promotional techniques are sound, but interest alone is not a safe basis for the selection of activities.

8. Is this activity too hazardous for boys of this age?

9. Is emphasis placed upon the achievement of skills, coöperation, sportsmanship, and enjoyment of the game or upon winning at all costs? Can a boy make mistakes in a game and still have fun?

10. Will the promotion of this activity result in the neglect of other boys not sufficiently skilled to participate in the league?

The problem of competitive sports for children under twelve years of age is one which must be faced by the professional leaders of recreation in this nation. Since the problem is of equal concern to teachers of physical education, a joint approach to its solution should be made by these two groups. If it is assumed that city-wide baseball is desirable for boys above ten years of age, it does not follow that it is desirable for boys under ten, nor that it is desirable on a state or national basis. Surely, some place there must be an end to this trend toward pushing children into sports designed for men and older boys. Reducing base lines and the size of bats does not convert a child into a miniature adult. "Nature makes no jumps," and attempts to accelerate the emotional or psychological development of immature boys by placing them in situations characterized by great excitement, tension, and social pressure is contrary to nature and may be extremely harmful to the growing child. When the weight of professional opinion is opposed to an activity or a practice, even though supporting scientific evidence may not be available, the recreation leaders of this nation should hesitate to conduct activities or to engage in such practices at the risk of jeopardizing the welfare of the youth entrusted to their care. There is no need to take unnecessary chances when the field of recreation is rich with activities about which no semblance of a doubt exists.

## SELECTED READINGS

- 1 Bourguardez Virginia and Heilman Charles *Sports Equipment—Selection Care and Repair* New York A S Barnes and Company 1950
- 2 Committee on Highly Organized Competitive Sports and Athletics for Boys Twelve and Under "Are Highly Competitive Sports Desirable for Juniors?", *Recreation* December 1952 p 422
- 3 Gardiner E Norman *Athletics of the Ancient World* Oxford Clarendon Press 1930
- 4 Hughes William L "The Place of Athletics in the School Physical Education Program" *Journal of the American Association for Health Physical Education and Recreation* December 1950 p 23
- 5 Joint Committee Report "Desirable Athletics for Children" *Journal of the American Association for Health Physical Education and Recreation* June 1952 p 21
- 6 Joint Committee Report "Standards in Athletics for Boys in Secondary Schools" *Journal of the American Association for Health Physical Education and Recreation* September 1951 p 16
- 7 National Recreation Association "Competitive Athletics for Boys Under Twelve" *Recreation* February 1952 pp 489 491
- 8 National Recreation Association *Community Sports and Athletics* New York, A S Barnes and Company 1949
- 9 Scott Harry Alexander *Competitive Sports in Schools and Colleges* New York Harper & Brothers 1951
- 10 The National Section on Women's Athletics *Desirable Practices in Athletics for Girls and Women* Washington D C The American Association for Health Physical Education and Recreation 1949

## Films

- 1 *Advanced Swimming* (1 reel) 16 mm Sound Color Rental \$3 00 Black and white Rental \$2 00 Association Films Inc 347 Madison Avenue New York 17 New York
- 2 *Archery for Girls* (1 reel) 16 mm Sound Black and white Color Coronet Instructional Films 65 East South Water Street Chicago 1 Illinois
- 3 *Badminton Fundamentals* (1 reel) 16 mm Sound Black and white Color Coronet.
- 4 *Horseshoes* (10 min ) 16 mm Sound Teaching Film Custodians Inc 25 West 43rd Street New York 18 New York

5. *Learn To Swim* (20 min.): 16 mm. Sound. Rental \$3.00. Association Films, Inc.
6. *New York Giants Baseball Fundamentals and Techniques* (48 min.): 16 mm. Sound. Four reels, each 12 min. Ideal Pictures Corporation, 65 East South Water Street, Chicago 1, Illinois.
7. *Play Volley Ball* (20 min.): 16 mm. Sound. Rental \$3.00. Association Films, Inc.
8. *Softball for Boys* (1 reel): 16 mm. Sound. Black and white. Color. Coronet.
9. *Softball for Girls* (1 reel): 16 mm. Sound. Black and white. Color. Coronet.
10. *Softball Fundamentals (Girls)* (12 min.): 16 mm. Sound. Young America Films, Inc., 18 East 41st Street, New York 17, New York.
11. *Table Tennis* (10 min.): 16 mm. Sound. Teaching Film Custodians, Inc., 25 West 43rd Street, New York 18, New York.
12. *Track and Field* (240 min.). 16 mm. Sound. 10 reels each on a different phase of track and field, 20 min. each, 1 reel on sprints 40 min. Educational Films Department, United World Films, Inc. 542 South Dearborn Street, Chicago 5, Illinois.

#### *Slidefilms*

1. *Beginning Basketball*. A complete kit of seven integrated slidefilm teaching units, the accompanying record transcriptions, an instructor's guide and one introductory set of the student's handbook of instruction. 287 frames 35 mm. Color. Sound or silent. The Athletic Institute, 209 South State Street, Chicago 4, Illinois.
2. *Beginning Golf*: A complete kit with 198 frames. 35 min. Color. Sound or silent. The Athletic Institute.
3. *Beginning Tennis*: A complete kit with 249 frames. 35 min. Color. Sound or silent. The Athletic Institute

## Community-Wide Activities and Services

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PLAYGROUND, community center, and competitive sports activities do not exhaust the services and offerings of a modern department of recreation. Many important and extremely popular activities, such as the circus, music festival, theatre guild, hobby show, Easter egg hunt, and hiking club constitute an essential part of a comprehensive program of recreation. These, and many other phases of the total program, are organized and administered on a city wide basis. In addition, a type of recreation service which is community wide in nature is represented by the provision of picnic and social recreation leadership, kits of game supplies for loan to various groups, institutes for the preparation of social recreation leaders, and a costume bureau from which costumes may be borrowed.

In addition to the values inherent in the nature of the specific activities, provided they are conducted by well qualified leadership, two major values reside in the community wide program. These are (1) the provision of opportunities for whole communities to cooperate on a common project, thus breaking down sectional or neighborhood barriers, and (2) opportunities for improved public relations for recreation, since many city wide activities possess fairly unique qualities and characteristics which enhance their public relations values. They constitute a kind of show window for the recreation department.

This chapter will list many of the activities and services which are organized on a community-wide basis. A few will be described in de-

tail as they are now being conducted by recreation departments in various communities.

### ***SPECIAL SERVICES***

Effective operation of this service aspect of the department's program is dependent in large degree upon the willingness of recreation authorities to go beyond the limits of their playgrounds, community centers, and athletic fields and conceive their responsibilities and scope of action to include all the people wherever they may be. It involves the helping of groups and individuals to enrich their own recreation experiences in their local situations. Only those departments whose personnel think in terms of people rather than of areas and facilities will be successful in the development of this facet of the recreation program.

#### ***Social Recreation Leadership***

The Flying Squadrons sponsored by the Playground and Recreation Board of Jefferson County, Kentucky, and described on pages 59-60, are a good illustration of this type of leadership service. These teams of highly skilled people are available without charge to any county group or organization that wishes their services. The public relations value of such work is immediately apparent. As the superintendent of recreation in one of the largest cities of the south puts it: "To my mind, the best public relations being done in our department is in the field of social recreation. Through experience, we have learned that athletes do not seem to appreciate, or else they take for granted, the services you render them. But a church, social or civic organization seems to appreciate it deeply when we conduct a social program, a fun night, a picnic or square dance for them. If I were to move into another city as head of a recreation department, the one thing I would emphasize from the very beginning would be a social recreation program."

Closely allied to this type of service is the sponsorship of city-wide dances and dance contests. The city of Louisville annually conducts a city-wide Square Dance Jamboree with approximately 1000 dancers. The Harvest Moon Dance Contest sponsored by the West Palm Beach recreation department is an outstanding yearly event

Many departments provide a similar leadership service to groups conducting picnics and they also furnish kits of game supplies. A small deposit fee frequently is required when the picnic kit is borrowed. This fee is refunded when all the supplies are returned. The organization is required to pay for or replace all broken or lost articles. The value of this picnic kit service both to the participant and the department far outweighs the negligible costs and efforts involved.

One of the most important responsibilities of a recreation department is the training of social recreation leaders. This training generally is provided through the medium of institutes conducted over a period of a few days. Many departments have been assisted in this work by extremely well qualified personnel from the National Recreation Association. Usually a small fee is charged participants.

### *Bulletins*

The issuance and distribution of publications dealing with various aspects of social recreation is an important service provided by many departments. The Jacksonville Florida Recreation Department in 1952 issued 59 separate informational bulletins and distributed 34 350 copies on a wide variety of subjects such as picnic games, Halloween suggestions, Christmas parties and Easter egg hunts.

### *Service to Special Groups*

The provision of recreation for those individuals unable to take part in the regular program is now being recognized as an increasingly important function of a recreation department. In Madison Wisconsin the crippled children of the city are transported one evening a week by members of the Shrine to a community center where a special program is conducted for their benefit. Recreation for shut ins may be provided by volunteer groups trained by the recreation department. A common feature of this service at the Christmas season is the singing of carols.

Toy loan centers operated solely by the recreation department or in cooperation with other community agencies, represent an effective method of enriching the lives of children whose parents are financially unable to provide them with an adequate supply of play materials.

MADISON PUBLIC SCHOOLS  
DIVISION OF RECREATION

PICNIC KIT

No. \_\_\_\_\_

Date \_\_\_\_\_

One of the services provided the citizens of Madison by its Division of Recreation is known as the Picnic Kit Service. No rental charge will be made, but broken or lost articles must be replaced. A deposit of two dollars (2.00) will be held until all supplies have been returned.

Please return the Kit as soon as possible so that it may be available for others.

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_ TELEPHONE NO. \_\_\_\_\_

ORGANIZATION \_\_\_\_\_

No. Issued	Condition	Article	Condition	No. Returned
		Bases		
		Bats		
		Croquet set		
		Horseshoes		
		Horseshoe stakes		
		Soccer ball		
		Softballs		
		Tug-of-War rope		
		Volleyballs		
		Volleyball nets		

Date Returned \_\_\_\_\_ Attendance \_\_\_\_\_

Deposit Received \_\_\_\_\_ Deposit Returned \_\_\_\_\_



### *Cooperation with Other Groups and Individuals*

As a service agency the recreation department may make an important contribution to community welfare by assisting various groups and individuals to solve their recreation problems. It is the policy of the Jacksonville Florida Recreation Department to render every possible service to the public. "If someone wants to know how to build a swimming pool a tennis court a baseball diamond we tell them how give them blueprints oftentimes send our engineer out to work hand in hand with them. Whenever a local organization wants a parade conducted we conduct it. If the schools want us to officiate a track meet or a swim meet, we run the meet. We have trained the people here to look to the recreation department for services regardless of how odd they might be."<sup>1</sup>

### *ARTS AND CRAFTS*

Among the many activities of an arts and crafts nature conducted on a community wide basis are the following lantern parade sketch club model aircraft club photography club crafts club for women fly tying club kite tournament float parade and crafts exhibit.

#### *Lantern and Float Parade*

One of the most beautiful of all recreation activities is the lantern parade. The annual parade in Madison Wisconsin has become a traditional event and is attended by thousands. Actually there are two parades in different sections of the city in order to lessen problems of transportation. The West Side Parade is held in one of the city's largest parks which is centrally located and has a lagoon several hundreds of yards in length.

During a period of several days immediately preceding the parade hundreds of children construct lanterns of all shapes and sizes in the playground crafts clubs. Many of the lanterns are made of discarded ice cream containers which the children collect from drug stores and other places of business. In addition to the individual lanterns carried

<sup>1</sup> From a bulletin on public relations prepared by Thomas H. King, Public Relations Director, Jacksonville Recreation Department, Jacksonville, Florida.

by approximately 400 children from the nine playgrounds participating, each group prepares a mammoth lantern spelling out the name of its playground.

The playground directors at the park where the parade is held make careful plans for its efficient conduct. They paint the names of the various playgrounds participating in the parade on large sheets of cardboard and tack these on different trees, carefully spaced to prevent congestion, but selected in such a manner as to facilitate joining in one long continuous line when the signal to start is given.

The parade starts about 8:00 P.M., or as soon as it begins to get dark. Combined with the parade is a concert by the recreation department's band. The band arrives at 7:15 and begins its pre-parade concert. As the paraders with their lanterns arrive, they are escorted to their "tree" by boys assigned to this responsibility by the home playground directors. Finally, the signal to light the lanterns is given over the public address system. The lighting is handled entirely by the directors or by parents who have accompanied their children. No child is permitted to light a lantern. Even though the paper in the lanterns has been treated with a fire resistant material, the department is doubly careful. All playground groups have boys with wet burlap sacks or buckets of water assigned to their parade unit, and each lantern is carried on a stick away from the body.

The first unit in the parade is the home playground group whose leader has been over the proposed course a sufficient number of times to be thoroughly familiar with it. The parade route leads down the hill from near the bandstand in a meandering course to the lagoon, east along the lagoon to a bridge, across the bridge and west along the far side of the lagoon to another bridge, across this and back up the hill to the bandstand where those who lighted the candles see that they are extinguished before the children leave the park. The entire parade takes about seventeen minutes.

The most beautiful part of the parade occurs while the children are on the far side of the lagoon. By the time the parade reaches this point it is very dark and the 2000 or more spectators are unable to see the children. All they can see is a long, long line of gaily-colored lanterns bobbing up and down and casting their reflections in the waters of the lagoon, for the children have been instructed to carry their lanterns

on the side toward the water. The reflections produce an eerie effect on many people as though two lines of children are carrying lanterns, one real and on land, the other ghostly and on water.

Decatur, Illinois, combines a float parade with its lantern parade. The floats are made on the playgrounds by the children, with some assistance from the parents and, in so far as possible, depict the theme of the summer playground program. The floats, like the lanterns, are lighted and are as transparent as it is possible to make them. They are judged on land for construction and theme and on water for reflection. Three judges are used.

Combs describes the technique of launching:

For the launching, a length of rope is anchored on both sides of the lake with a surplus equal to that needed to stretch across the lake. On each end of the float base is a hook. The rope is attached to the front, pulled under the float and hooked on the back end. At a signal given by flashlight, an operator on the other side of the lake pulls the rope until signaled to stop. Three or four floats are attached in like manner to one rope, placed about ten or twelve feet apart. Five such ropes are used so that the floats are placed far enough apart to make a distinct pattern with their reflections. The launching requires the services of one man on the opposite side of the lake, and three or four men handling the float itself.<sup>2</sup>

### **Kite Tournament**

Success in the ever popular kite tournament requires a combination of creative ability, originality, and competitive spirit. The Atlanta Georgia Park Department's Division of Recreation conducts a successful kite tournament early in April of each year. As a means of assisting potential entrants in the construction of their kites, the Division distributes an eight-page mimeographed set of instructions and illustrations describing in detail how to build many different kinds of kites.

The classifications and events for both boys and girls are

Midgets	Age 10 and Under
Events	Smallest kite
	Prettiest kite
	Highest flying kite

<sup>2</sup> Freda Combs, "Lantern and Float Parade," *Recreation*, June 1952, p. 135.

Juniors: Age 11 through 14  
Events. Largest kite  
Most unique kite  
Highest flying kite

Seniors. Age 15 through 17  
Events. Largest kite  
Highest flying kite  
Most unique kite

Adults. Age 18 and Over  
Events. Highest flying kite  
Largest kite

The Division has established four entry requirements:

1. No commercial kite may be used in the tournament, and each kite must fly.
2. A contestant may enter as many events as he wishes, but he must use a different kite in each event.
3. Each contestant may have a helper.
4. The Division of Recreation will furnish a ball of cord for each kite entering the highest flying event. No other cord may be used for this event.

### **Photography Club**

The Photographic Club of Madison, Wisconsin, is an example of a community-wide organization established by a recreation department to "increase the public interest in photography as a means of expression; to promote photography as a worthwhile hobby; and to try to bolster photography's place among the graphic arts."<sup>3</sup>

Club dues are \$1.50 for adults and fifty cents for members of high school age. The adult division meets each Monday evening in the Madison Community Center for lectures and demonstrations by local professional photographers on such subjects as color printing, news photography, portrait lighting, and commercial photography. These lectures are supplemented by occasional model nights, trips through local commercial photographic establishments, excursions to scenic

<sup>3</sup> Constitution of the Community Center Photographic Club, Madison, Wisconsin

spots, and night trips to industrial centers and railroad yards. On Thursday nights, classes for beginning laboratory workers are held, while the high school division meets on Saturday afternoons.

The club maintains a well equipped dark room in the center where members may work nearly every afternoon and evening. A special display board maintained in the center's lounge exhibits pictures made by the members. On the second floor, a studio with spots, floods, and backgrounds, provides members with adequate equipment to photograph their own models. An attractive bulletin entitled *Thru The Lens* is issued once a month. Among the numerous activities of the club is an annual photographic exhibit open to the entire community and conducted in two divisions—one for black and white prints and the other for color prints. Five awards in each division are made. In November of each year, the club holds another city wide exhibit for color slides.

### DRAMA

Most prominent among the drama activities conducted on a community-wide basis are the little theatre group, the community festival or pageant, the circus, the children's guild, and the all-city puppetry group.

#### *Little Theatre*

The little theatre movement in America, beginning about 1915, although greatly influenced by the dramas of the Irish revival, found its strongest motivation in the basic desires of small groups of people to express themselves through the drama. Pioneers in the movement were Maurice Brown in Chicago, Gilmor Brown in Pasadena, and Frederic McConnell in Cleveland.

One of the most successful little theatre groups in the smaller cities of the nation is the Kenosha Little Theatre, Inc., of Kenosha, Wisconsin. Organized in 1938 by the Department of Public Recreation with a charter group of 25 men and women and a first year deficit of \$300.00, Kenosha's Little Theatre now has an active membership of more than 150 persons and is financially independent. Its program has been expanded to include far more than the four major produc-

tions presented each year. Its members render a community service through the presentation of skits for a wide variety of civic events. They also give both skits and full-scale productions in military hospitals.

Not content to reach its public solely across the footlights, it conducts a unique year-round program. Meetings are held once a month at which speakers discuss some phase of the theatre, one-act plays are given, and new plays are reviewed and discussed. A bulletin, entitled *The Prompter*, is mimeographed each month and distributed to the members. Copies are mailed to season-ticket holders before each production. As indicated by the Application for Membership Blank, many of the members do not act nor wish to act. They simply love the theatre and want to be connected with it, no matter in how humble a role. Although they may not be conscious of it, much of the satisfaction derived from their connection with the little theatre undoubtedly stems from the sense of being a part of something greater than themselves. Even the lowliest of the group experiences the exhilarating sense of group solidarity and is made to feel that he and his contribution are of major importance to the organization.

The organization is guided by a constitution and bylaws which provide for a governing board of thirteen members, consisting of the four officers, the retiring president, and eight elected members. The superintendent of recreation serves as treasurer of the organization each year.

The Board of Governors selects a different director for each of the four major productions presented annually and pays this individual \$100 00 for his work. A stage carpenter is paid \$50 00 for making and setting up the scenery. There are no other paid workers. All income is derived from season tickets which are sold for \$1.50 for the four productions.

### *Mobile Theatres*

A relatively new development in recreation, the mobile or traveling theatre, in many cities is proving to be a very successful means of enriching the lives of people through drama by taking the productions directly to them in the local community. The Show Wagon of Denver, Colorado, the Traveling Theatre of Richmond, Virginia, and the

APPLICATION FOR MEMBERSHIP  
in  
KENOSHA LITTLE THEATRE INC  
Department of Public Recreation  
Kenosha Wisconsin

Name \_\_\_\_\_  
 Address \_\_\_\_\_  
 Age \_\_\_\_\_ Height \_\_\_\_\_ Complexion \_\_\_\_\_ Phone \_\_\_\_\_  
 I am interested in Acting \_\_\_\_\_ of the following  
 nature (underline) yes no  
 Dramatic Comedy Character Dialect Straight

Make-up_____	Previous Experience?_____
Stage Crew and Staging_____	" " _____
Properties_____	" " _____
Singing and Dancing_____	" " _____
Publicity_____	" " _____
Costuming_____	" " _____
Directing_____	" " _____

Do you eventually hope to make theatre work your voca-  
tion?

State below previous experience in acting or directing

[illegible]

If elected to membership, I promise to abide by the Constitution and Bylaws of the Little Theatre and to faithfully and diligently perform such duties and assignments as may be given and accepted to the best of my ability and the best interests of the Little Theatre as a whole

Signed \_\_\_\_\_ Date \_\_\_\_\_

Sponsored by Little Theatre Member-Signed \_\_\_\_\_ Date \_\_\_\_\_

Do not write below this line

Recommendation of Membership Committee

**Chairman**

Final Action of Board of Governors\_\_\_\_\_Chairman\_\_\_\_\_President\_\_\_\_\_

Trailer Theatre of Portland, Maine, are good examples of this new development.

Denver's Show Wagon consists of a large truck on which an attractive stage has been constructed. The truck platform is seven feet ten inches wide, but this is increased by an additional eight feet two inches when a hinged side is let down for performances. Thus a stage sixteen feet deep and sixteen feet long, lighted by four 1000-watt reflectors mounted 20 feet high and placed 20 feet in front of the stage, is available within a short period of time after the truck pulls into the playground or park area where a show is to be given. Thirty minutes before show time records are played to the waiting audience.

Show Wagon operates only during the summer playground season. Adequate publicity is guaranteed from at least one newspaper, for the project is cosponsored by a local paper. The city is divided into five districts. Two auditions and one large show are held in each district. Auditions draw crowds of five to seven thousand spectators while district shows, comprised of the best acts from the two auditions held in the district, attract from fifteen to twenty thousand persons. The audience in attendance at the city finals averages thirty thousand.

Programs are varied in nature, consisting chiefly of dramatic skits, dancing, and music. In a recent year the 956 participants ranged in age from three to eighty-six years and appeared in more than 360 variety numbers. The total number of spectators was estimated at 96,110.

The district and final shows consist generally of about 32 acts lasting approximately one and one-half hours. Spectators sit on the grass. The staff includes a master of ceremonies; a stage manager and assistant who handle participants back stage and see that the show runs smoothly; a pianist who accompanies all numbers, thus affording all participants an equal chance; a sound man who takes charge of the public address system and the pre-show recordings, three maintenance men who handle all props and set up and remove all equipment, and two regular playground leaders who help maintain proper standards of conduct among the spectators. Police details are assigned if deemed necessary.

The Denver superintendent of recreation attributes the success of Show Wagon primarily to: (1) single newspaper sponsorship with



outstanding publicity, (2) recruitment and changing of acts weekly, and (3) selection of the best acts for the finale

A "Showwagon" jointly sponsored by the Cincinnati Public Recreation Commission, the Musician's Union and the Cincinnati Post, during a recent summer presented shows featuring talented playground children before an estimated audience of 102 500 people

The Denver Show Wagon is not a typical traveling theatre, although it does include some drama in its programs The Children's Trailer Theatre in Portland, Maine, is a traveling theatre whose members consist of college and high school students who begin rehearsals in the late spring for the two productions to be given during the summer on the playgrounds of the city A director, employed by the recreation department, supervises the work of the many volunteers and directs all rehearsals

The Portland superintendent reports that during the summer of 1951

The Trailer Theatre gave a total of 28 local presentations of Mr Popper's Penguins and Rumpelstiltskin on our playgrounds plus five trouping dates outside of Portland The number of volunteers participating as helpers is around 30 with 30 youngsters taking part in the plays The children unpack the Theatre construct it right on the playground play the show with some as actors and others behind the scenes take it apart and then repack it They are as excited about building the stage scene as they are about acting in the play The total number of children and adults who attended the performances was approximately 14 000 We began to give evening performances last year because it gives the whole family a chance to attend the show together

Both entertainment and a rich educational experience are important outcomes of the Trailer Theatre

The trailer is used to transport much of the equipment used in the theatre and its floor comprises three fourths of the stage

## MUSIC

Music festivals, choral guilds, civic operas, bands, symphony or chestras, and community sings are music activities conducted on a city wide basis Their purposes generally are twofold (1) to give

people of musical ability an opportunity to participate in good music, both vocal and instrumental, and (2) to give the public an opportunity to hear good music

### *Symphony Orchestra*

The Kenosha, Wisconsin Symphony Orchestra was organized in 1940 and presented its first concert in March, 1941. Hundreds of people were turned away from the high school auditorium which seated 1500.

The present orchestra is comprised of about fifty five local musicians from all walks of life. Here are found a man from a shop, a student, a professional musician, and a housewife meeting weekly to rehearse for the coming concert. No local musician receives pay for his services. Three local concerts a season are presented. Not only does the orchestra raise the musical standards of the members but of all who are privileged to hear it. It acts as an incentive to the younger musician. It provides him with an opportunity to further develop his skills and interests when he leaves a high school, or other music group.

An annual budget of about \$5000 is necessary if the orchestra is to be adequately financed. This money is raised through the sale of tickets, through small contributions by patrons, and through special gifts from interested citizens. Major expenses include salary of the director, fees to guest artists, travel expenses of out-of-town musicians, fees to supplementary musicians needed for correct instrumentation, music purchases and rentals, purchase and repair of musical instruments, advertising, printing and miscellaneous expenses.

The orchestra operates under the jurisdiction of the Department of Public Recreation. The Department provides no direct financial assistance but does furnish without cost the rehearsal and concert facilities, clerical help, and the services of the Superintendent of Recreation who, by constitutional provision, acts as the financial director of the orchestra.

### *Music Festival*

The Decatur, Illinois Recreation Department, in cooperation with other local groups, conducts a county wide music festival. Its first festival held in July, 1951, 7:30 P.M., on its high school athletic field.

attracted approximately 600 participants, youth and adult, and an audience of 6500. The 1952 program consisted of the following:

Organ Prelude	Lakeview High School Choir
Flag Raising Ceremony	Baton Twirling
Community Singing	Decatur Music Center Concert
Playground Dance Groups	Band
Kenney High School Band	Adult Square Dance Groups
Pianologue	Dixieland Band
Barbershop Quartet	Vocal Solo
American Legion Drum and Bugle Corps	Trombone Solo
	Finale—"America"

Admission was free, and no fee was charged participants.

The experience of a number of cities gained in the conduct of music festivals indicates that careful advance preparation must be made to stimulate interest among the better musicians of the community, or the quality of the program will be so inferior as to kill all interest in the festival.

A slightly different type of festival is cosponsored by the Madison Division of Recreation, Park Commission, and School Music Department. Rules governing the festival are given below; the entry blank is shown in Form 20.

MADISON PUBLIC SCHOOLS, PARK COMMISSION  
DIVISION OF RECREATION, MUSIC DEPARTMENT

THIRD ANNUAL MUSIC FESTIVAL  
August 7 through August 21

RULES

1. Play or sing only one selection.
2. Must not exceed five minutes which includes warm-up time.
3. Not open to professionals.
4. Solo or group may or may not be accompanied with a piano which will be provided. (Provide your own accompanist.)

JUDGING

1. There will be three groups of awards—I, II, III—into which all participants will be placed. For example, if there are 9 entries in a given class there may be three 1sts, three 2nds and three 3rds or one 1st, four 2nds, and four 3rds, etc.

MADISON PUBLIC SCHOOLS, PARK COMMISSION  
Division of Recreation, Music Department

THIRD ANNUAL MUSIC FESTIVAL

August 7 through August 21, 1946, 6:00 p.m.

Name \_\_\_\_\_ Address \_\_\_\_\_ Phone \_\_\_\_\_  
Date of Birth \_\_\_\_\_ Playground \_\_\_\_\_  
(Month) (Day) (Year)

I wish to enter the following class: (Age as of  
January 1, 1946)

Midget—Up to 8 \_\_\_\_\_ Senior—15 to 18 \_\_\_\_\_  
Intermediate—8 to 12 \_\_\_\_\_ Adult—18 and over \_\_\_\_\_  
Junior—12 to 15 \_\_\_\_\_

EVENTS

Check event you wish to enter:

- |                |       |                          |       |
|----------------|-------|--------------------------|-------|
| 1. Voice       | _____ | 14. Saxophone            | _____ |
| 2. Whistling   | _____ | 15. Cornet               | _____ |
| 3. Harmonica   | _____ | 16. Trumpet              | _____ |
| 4. Guitar      | _____ | 17. French Horn          | _____ |
| 5. Accordion   | _____ | 18. Alto Horn            | _____ |
| 6. Violin      | _____ | 19. Trombone             | _____ |
| 7. Viola       | _____ | 20. Baritone             | _____ |
| 8. Cello       | _____ | 21. Bass Horn            | _____ |
| 9. String Bass | _____ | 22. Drums                | _____ |
| 10. Flute      | _____ | 23. Novelty Instruments: | _____ |
| 11. Oboe       | _____ | a. Comb                  | _____ |
| 12. Clarinet   | _____ | b. Washboard             | _____ |
| 13. Bassoon    | _____ | c. Ocarina               | _____ |
|                |       | d. Others                | _____ |

If this is a group entry such as an ensemble up to four members (duet, trio, or quartet) please list names and ages below and use average age of group for age classification.

Name: \_\_\_\_\_ Age: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_ Classification of group: \_\_\_\_\_

ALL ENTRY BLANKS MUST BE IN THE OFFICE OF THE DIVISION OF RECREATION, 351 West Wilson Street, by Saturday, August 3.

- 2 One outstanding solo or group from each age classification (5 from each Festival) will be selected to participate in the City Finals to be held at Vilas Park, Wednesday, August 21

#### AWARDS

Certificates of Award will be presented to all winners

#### Bands

The Madison Department of Recreation employs one of the high school band directors each summer to direct its recreation band. The band membership consists largely of high school boys and girls who are members of a high school band during the school year and who wish to continue their music education throughout the summer. It is open, however, to anyone in the city who wishes to participate. A two-hour rehearsal is held one evening a week at a central location. A number of concerts are presented in the parks. The band also plays for the lantern parades, circus, and other outstanding city-wide events.

Harmonica bands have proved popular in a number of cities.

### NATURE AND OUTING ACTIVITIES

A greater number of varied activities are to be found in this group than in any other, since many of them require large and unique areas which generally are not provided except on a city-wide basis. Then, too, the number of participants in certain of the activities is not large, thus necessitating a community-wide approach to their promotion. Among the activities are fishing, hunting, hiking, bicycling, nature tours, nature hobby clubs and enjoyment of such popular features of park systems as the arboretum, zoological garden, natural history museum, botanical garden, and aquarium.

#### Hiking

One of the best known of the hiking groups of the nation is the Minnehikers of Minneapolis, whose slogan is "You can live without hiking, but not so well." This group, organized in 1920 by the Minneapolis Park Board, had a membership of 422 in midsummer of 1952. Governed by a board of directors and functioning democratically

through a number of committees, the club has expanded its program of activities to include dancing, golfing, fishing, swimming, camping, bowling, picnicking, canoeing, and other social events. Most, if not all, of these activities are preceded or followed by a hike. The schedule for July, 1951, published in *The Minnehiker*, a four-page, monthly publication, indicates not only the broad scope of the program but also the degree of interest manifested by the members in the club's activities.

#### SCHEDULE

*July, 1951*

Wednesday, July 4	Outing at Lotus Lake
Saturday and Sunday, July 7-8	Camping at Elk River
Wednesday, July 11—3 miles	Grand Rounds No. 5
Saturday, July 14	Golf Tournament
Sunday, July 15—7 miles	Lake Serial No. 5
Wednesday, July 18	Miniature Golf
Saturday, July 21—6 miles	Midnight Hike and Breakfast
Sunday, July 22—5 miles	Hike and Picnic Supper
Wednesday, July 25	Aquaticennial Parade
Saturday, July 28	Farewell

To the Summer Trippers who leave for two canoeing trips in the North Woods:

Sunday, July 29—7 miles	Kannikinic River Hike
Coming.	

August 12—Canoe Trip, Osceola to Stillwater

August 15—Evening Boat Trip on the Donna Mae

August 26—A Whole Day's Outing; Pancake Breakfast and Sweetcorn Supper

Detailed instructions relating to each trip are printed in the Schedule.

#### *Hunting and Fishing*

The desire for adventure is satisfied in many ways, but with the boy of ten to fifteen years of age few thrills can equal those experienced in hunting and fishing. In Lodi, California, the recreation department, recognizing this fact, has organized a Junior Sportsmen's Club for boys within this age range. The club has grown from an original membership of 22 to almost 600.

Among the objectives of the club are the following

- 1 Development of good sportsmanship
- 2 Safety in hunting and fishing
- 3 Provision of challenging activities for the handicapped
- 4 Skill in first aid
- 5 Skill in swimming

There are no membership dues. The club treasury is maintained through paper drives, scrap collections and similar fund raising activities. The money is used to purchase toboggans, traps and fishing equipment to be loaned to members. The club is divided into sections of from ten to fifteen boys each where they receive the guidance of older boys. Meetings are held twice a month and feature either a guest speaker or hunting and fishing motion pictures. During the summer months, each section takes a weekly field trip, while on Saturdays the entire group takes to the fields.

Most popular among the club's rich and varied program of activities are the study of Indian lore, woodsmanship, fishing, frog hunting, trapping, skinning, preserving, and tanning animal pelts, and the study of wildlife in the area. The preparation, cooking, and eating of the frog legs they catch also ranks high in popularity among the activities in which the club engages.

A recent club development is the acquisition of a fishing pond stocked with Blue Gill Perch by the State Fish and Game Commission and reserved exclusively for the youth of Lodi.

Parents are enthusiastic over what the club is doing for their boys. Its values are many and real. As Wilson and Lilly put it, "In the club we find democracy in action. Many nationalities are represented, including Americans, Chinese, Japanese, Mexicans and Filipinos. Boys of widely differing social, racial, and economic status develop a close sense of companionship through their common experiences. Above all, the spirit of good sportsmanship, game conservation and respect for property is instilled in them in every phase of the program."

### SPORTS CLUBS AND ACTIVITIES

A few sports activities, most of them noncompetitive in nature, are organized on a community wide basis. Rifle, archery, and riding clubs

\* Joe Wilson and John Lilly, "Jr. Sportsmen's Club," *Recreation* October 1949, p. 321

learn to swim campaigns, water festivals, and marble tournaments are all valuable additions to a program of community recreation

### *Rifle Instruction*

For many years the Manitowoc, Wisconsin, Recreation Department has conducted classes in rifle instruction for children, beginners of high school age, and advanced students. The classes begin in November and end in April. More than two hundred boys and girls enrolled in 1951. The only cost to the youngsters is a fifty-cent membership fee and the expense of ammunition used in excess of the ten free shots allowed during each class period.

The rifle and pistol indoor range of the Manitowoc Police Department is made available without cost to the recreation department. Guns, ammunition, and targets are government issued. No member of the group may bring his gun to class. Among the objectives sought are the skillful and safe use of firearms, fun, and respect for law. Police records reveal "that no boy who had ever belonged to our rifle classes has ever been picked up for a violation of the city's firearms ordinance or become involved in an accident. Many parents write, call or visit us to commend us for the fine effect the club has upon their youngsters, and our department is especially proud of the achievements and records set by many of our former students who have joined the armed forces."<sup>5</sup>

### *Water Festival*

Water festivals, pageants, or carnivals have become traditional events in many communities. In some cities, such as Jacksonville, Florida, where an aquatic carnival is conducted annually, the program consists largely of unique competitive swimming activities as indicated by the program listed below.

#### AQUATIC CARNIVAL

#### LACKAWANNA POOL

Tuesday, July 17, 1951—7:30 P.M.

#### EVENTS

*Can and Marble Race* Beverage cans of the type that are capped similar to a bottle are used in this event. Ten holes are punched in the bottom of

<sup>5</sup> A. J. Schara "Rifle Instruction" *Recreation* October 1951 p. 251



**each can** Cans are painted several different colors for identification under the water. Cans are placed five feet apart on a line fifteen yards from the end of the pool in about five feet of water. Each contestant is given five marbles. The race consists of swimming to the can, putting the five marbles in it under water, standing up and holding the can overhead until all water drains out, then swimming to the starting line with the can.

**Jackstone Gathering** Recovery of jackstones from the bottom of the pool to see who can gather the most in three minutes.

**Block Gathering** A short dash and a scramble for a number of floating blocks to see who can gather the largest number.

**Duck Race** Swimming with a pie tin in each hand.

**Balloon Butting** Pushing a balloon with the head while swimming the breast stroke.

**Knee Press Race** Swimming while holding a balloon between the knees.

**Plunge for Distance** One minute limit.

**Houdini Race** Carry rubber band around neck, swim to halfway point, crawl through band, finish.

**Inner Tube Race** Paddle length of pool in inner tube.

**Newspaper Race** Swim length of pool on back holding newspaper over the head.

**Comic Diving** Three dives to each contestant.

An entirely different type of event is the Water Festival presented annually by the Recreation Division of the Minneapolis Park Board. Held in one of the city parks, a fleet of gaily decorated boats depicting famous stories for children proceeds around a lake. Many of the city's playgrounds sail their miniature boats, thus contributing to the beauty of the occasion.

## OTHER ACTIVITIES

Other community wide activities possessing sufficient value to warrant a place in the recreation program include hobby shows, Easter egg hunts, holiday celebrations, such as at Christmas and Halloween, power plane and chess clubs, and backyard playground contests.

### Hobby Shows

The almost universal interest of people in some kind of hobby is the foundation upon which can be constructed a city wide hobby show.

that will attract large numbers of participants and spectators. The organization and administration of a successful show differs only in its minor details from the planning and operation of any other phase of the department's program. A general committee, with representatives from all interested agencies, organizations, clubs, and societies, is formed. This committee selects a chairman and other necessary officers, and creates a number of subcommittees to handle such matters as publicity, entries, location and equipment, decorations, exhibits, program, finance, transportation, reception and awards. An efficient chairman is selected for each subcommittee.

The Manitowoc County Hobby Show sponsored by the Recreation Department of Manitowoc, Wisconsin, is an excellent example of what can be done in this area of recreation. The show is held in the Armory Exposition Building at the Fairgrounds over a three-day period, beginning Friday night and ending Sunday night. Admission fees of ten and twenty-five cents are charged. Various media of publicity are utilized. Special announcements are sent to twenty-two large industries and all major civic organizations; the local radio station carries fifteen-minute talks twice a week and discussions of their hobbies by persons who have entered outstanding exhibits; mimeographed announcements are posted in public places; posters are displayed in schools; and teachers distribute entry blanks to their students.

Schara describes a few of the most unusual entries:

The collection of penguins included 700 examples, no two of which were alike. In it were samples of every kind of representation of the bird that looks like a man from small glass replicas to large stuffed "originals."

Another collection which attracted attention was a collection of 60 dolls, including items from France, San Salvador and Guatemala. One doll was more than 60 years old. Another had a tin head.

One exhibit was made up of frogs in porcelain, glass and metal. Another, of dried apple dolls, copied such varied and familiar personages as Madame Chiang Kai-shek, Old Mother Hubbard, Captain Kidd, Pistol Packing Mama, Old Black Joe, Chief Yellow Thunder. . . . Other exhibits that were novel and arresting were paper weights, a collection of giraffes from one inch high to six feet . . . , scrapbook collections of over 1,000 cigar bands, 6723 matchbook covers (one from every State in the Union and from each of 63 foreign countries), lapidary work and rough stones, including fulgurite—vitrified tubes of sand formed by the intense heat of lightning when it pene-

trates a mass of sand and fuses a portion of the materials through which it passes<sup>6</sup>

### *Halloween Party*

As one way of reducing vandalism and enriching the program of recreation many communities conduct Halloween celebrations on an extensive scale. Newton, Massachusetts, a city of 82,000 population, plans and conducts through its recreation department 240 separate Halloween parties scattered throughout the entire city. The Department is assisted in this mammoth project by a committee of civic leaders representing all of the outstanding organizations in the community. More than 200 subcommittees with over 1,400 volunteer workers plan and direct the parties for the various age levels involved.

Refreshments for all parties below the senior high school level are furnished by the recreation department. Funds for these refreshments and other party expenses are derived from three sources: a special Halloween item in the recreation department's budget; donations from 5,000 merchants solicited by the Chamber of Commerce; and fees paid by the children for Halloween tickets sold in each school. Elementary school pupils pay nine cents; junior high, twenty cents; and senior high, forty cents.

The city believes that its parties are accomplishing the purposes for which they were designed. The old destructive concept of Halloween has been replaced in the minds of the children by a new concept—that it is a time for thoroughly enjoyable but constructive fun, a time when almost the entire city joins hands in a great cooperative enterprise, a time when good citizenship is more clearly evident than at any other period of the year.<sup>7</sup>

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2. Combs, Freda. "Lantern and Float Parade." *Recreation*, June 1952, p. 135.

<sup>6</sup>A. J. Selara. "All-County Hobby Show." *Recreation*, December 1948, p. 459.

<sup>7</sup>Based on an article by Ragna Hovgaard. "How One City Handles Halloween." *Recreation*, September 1950, p. 186.

3. Ficklen, Bessie Alexander, *A Handbook of Fist Puppets*, New York, Frederick A. Stokes Company, 1935.
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5. Lampland, Ruth, *Hobbies for Everybody*, New York, Harper & Brothers, 1934.
6. Leechman, Douglas, *The Hiker's Handbook*, New York, W. W. Norton and Company, Inc., 1944.
7. McConnell, Frederic, et al., *Organizing a Community Theatre*, Cleveland, National Theatre Conference, 1945.
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9. *Municipal Recreation Administration*, Chicago, The International City Managers' Association, 1945.
10. National Recreation Association, *City-Wide Contests for Better Back Yards*, New York.
11. National Recreation Association, *The Community Theatre in the Recreation Program*, New York.
12. Schara, A. J., "All-County Hobby Show," *Recreation*, December, 1946, p. 489.
13. Soule, Martha, "A Children's Trailer Theatre," *Recreation*, April, 1949, p. 24.
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### III

#### *Common Problems*

# Organizing for Community Action

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**R**ECREATION departments do not function automatically. They must operate through a definite pattern whose elements include a well trained staff, adequate support, facilities, supplies and equipment, provision for cooperation on the part of individuals and groups, and programs adapted to the needs of people and to the society of which they are a part. This pattern or structure is called organization.

Men have worked together to achieve common purposes ever since the day when primeval man, previously an individualist, first made the remarkable discovery that survival was facilitated by planned and united effort on the part of the group. In short, he organized. This chapter is concerned with a consideration of the various ways by which people organize to achieve results in recreation, or, shall we say, how they systematically and consciously combine their individual efforts for the accomplishment of a common task—the enrichment of human life through provision of adequate opportunities for recreation.

Needless to say, effective organization is not achieved through structure or any other mechanical device alone. Nevertheless, structure can be an important factor in either helping or hindering the carrying out of community recreation programs. We cannot agree with Pope who dismissed the problem of organization lightly with,

*For forms of government let fools contest,  
Whate'er is best administered is best.*

Faulty administration will nullify good structure and good administration will do much to overcome faulty organization, but for best results

both a high quality of management and a superior form of organization are essential.

## **URBAN ORGANIZATION FOR PUBLIC RECREATION**

A survey conducted by the National Recreation Association in 1950 revealed that the three outstanding types of managing authorities responsible for providing community park and recreation services in five-sixths of the 1624 agencies reporting are the recreation, park, and school departments. A summary<sup>1</sup> of the forms of governmental administration of recreation and parks in the cities reporting such service in 1950 is furnished on the following page.

The information given in the summary on page 319 is valuable provided its limitations are understood. In the first place, studies of current status disclose what is, not what ought to be. For example, this same survey revealed that boxing was a part of the program in 447 cities but it does not necessarily follow that boxing is a desirable activity for municipal recreation programs. Then, too, it is always quite possible that if all the agencies conducting community recreation were to file reports the picture would be a very different one. The relatively small number of school authorities reporting may mean that only a few school boards are administering recreation programs or that only a few filed reports on their activities. School authorities may feel under no urgent obligation to report their activities to a nonpublic organization about which they know little or nothing, even though it be national in scope. Since in the state of Florida alone 57 school districts administered recreation programs in 1950 and thus were eligible to file reports to the National Recreation Association, it is probable that the latter is the more likely explanation.

What is the best form of organization for municipal recreation? Writers in this field generally list the advantages and disadvantages of each of the three most common forms—the recreation, park, and school departments, and suggest: "There is no single 'tailor-made' administrative formula which can be applied to all communities. Experience shows that the task can be performed successfully under separate recreation authorities, boards of education, and park departments. . . . In one city the answer may be the schools, in another,

<sup>1</sup> *Recreation and Park Yearbook*, National Recreation Association, 1951, p. 19.

## FORMS OF GOVERNMENTAL ADMINISTRATION OF RECREATION AND PARKS

Managing Authority	Total Agencies	Agencies with Full-Time, Year-Round Leadership
<i>Authorities administering recreation as a single function</i> .....	702	420
Policy-making recreation and playground commissions, boards, and committees ..	487	280
Recreation and playground departments with advisory commissions, boards, and committees ..	159	90
Recreation and playground departments under a single administrator with no board or commission .....	56	50
<i>Authorities administering recreation in conjunction with park service</i> .....	532	187
Policy-making park and park and recreation commissions and boards ..	321	110
Park, park and recreation and park and public property departments with advisory boards or commissions .....	90	43
Park, park and recreation and other park authorities with no board or commission ..	121	34
<i>Authorities administering recreation in conjunction with school services</i> .....	287	32
School boards, departments, and other school authorities ..	287	32
<i>Other municipal authorities administering recreation services</i> .....	303	41
City managers, city, town, and borough councils and similar bodies ..	85	2
Department of public works ..	41	6
Youth commissions and youth center boards ..	31	9
Playfield, recreation building, beach, and pool boards and departments .....	17	8
Departments of public welfare .....	8	8
Departments of public service, utilities, or affairs ..	7	1
Golf commissions, boards, and departments ..	6	1
Other municipal departments and commissions ..	17	4
Department not designated .....	91	2
Total .....	1824	650

the parks; and in still another, a recreation commission or even some other department of local government.<sup>2</sup>

Sorenson disagrees with this point of view:

<sup>2</sup> Harold D. Meyer and Charles K. Brightbill, *Community Recreation*, D. C. Heath and Company, 1945, p. 123



It is not enough to say that these general activities have been carried on successfully by every one of these authorities and by every combination of them in some place in the United States, so therefore take your choice. There will be greater economy and breadth of coverage by the right way.

I have never been satisfied that the school has fulfilled its function to provide for the leisure time of its students by merely turning its facilities over to a recreation commission after school hours. The schools are the largest youth serving agency in the community. Elementary schools are better distributed over an entire community than are any other type of facility. If life experience is to be utilized in school education and if one of the seven cardinal principles of education, "worthy use of leisure" is to be achieved in education, I cannot see the soundness of a policy by which the school delegates to another authority the after school leisure time program for its own students. Neighborhood play for elementary school children would seem to be the appropriate responsibility of the school, and part of the recreation tax dollar should be administered there. The recreation commission would seem to have a major job in serving older youth in district play fields and out of school youth and adults.<sup>3</sup>

While there is considerable merit in Sorenson's point of view with regard to the elementary school providing after-school recreation for its own students, communities run into difficulties when they establish two separate public recreation authorities in the same city. When elementary schools are opened as community centers on Saturdays and are patronized by elementary school children, high school youth, and adults, which authority shall operate them—the schools or the recreation commission? If the schools operate these centers, we then have two separate public recreation authorities conducting recreation activities for youth and adults within the same community. The evils, conflicts, ill will, friction, duplication, and waste attendant upon such a dual system of administration already have been demonstrated in too many cities.

Let the elementary schools conduct their own after-school recreation program, but in communities where a recreation commission exists all other phases of the organized public recreation program should be operated under the jurisdiction of the commission with one exception. In numerous instances the junior and senior high schools of this na-

<sup>3</sup> Roy Sorenson, "Planning Recreational Services for a Community" *Proceedings of the National Conference of Social Work*, Columbia University Press, 1948 p. 431.

tion have for many years been operating fairly extensive after school recreation programs although they are not always so designated. The intramural sports program an extension of the program of physical education and a motivator of its instructional aspects is a case in point. There appears to be no justification whatsoever for the schools to turn over to an outside authority the conduct of their intramural sports or any other phase of their extended education program regardless of its recreation aspects. Nor should the recreation commission organize competing activities designed to attract youth away from the school's program.

None of the foregoing has answered the question: What is the best form of organization for municipal recreation? At present no definitive answer is possible. Research studies in this field apparently do not exist. Almost no articles have been written on the subject. As a result, no body of professional knowledge bearing upon this important problem has been accumulated. One of the characteristics of human life in this country during the past century and a half has been the extent to which we have increased our control over material things. In line with the evolution of this control is an attempt to remove questions of organization and administration from the realm of opinion and conjecture and to arrive at decisions with reference to forms of organization on a more scientific basis than that of personalities, politics, and prejudice. As Urwick puts it: "At the moment there is admittedly an insufficient basis in the physical sciences for an exact science of administration. But there is a great deal more exact knowledge of what is and is not effective in administration than is commonly appreciated."

Research designed to throw light on this vexing problem is needed greatly. When these studies are made it is possible that none of the present patterns will rate highly and that some new form or forms will be evolved. It is more likely that modifications of present forms of organization will be recommended. It also is probable that the number of different plans used will grow fewer as experience and study reveal the advantages of one or two over the others. Medical science has advanced very largely in direct relationship to its ability to eliminate choice, and social science may realize a similar experience in the area of recreation organization and administration.

\* L. Urwick *The Elements of Administration* Harper & Brothers 1944 p. 8.

Until further knowledge relating to a science of recreation administration is available, four suggestions are offered to communities choosing among forms of recreation organization: (1) analyze each form under consideration in the light of the questions listed below; (2) study the advantages and disadvantages of the three most common types of organization; (3) study carefully the community to determine which appears to be the most effective pattern of organization for this particular situation; and (4) check legislation to determine what is legally permissible.

### *Evaluating Types of Organization*

Among the most important criteria for evaluating the effectiveness of various types of recreation organization are the following:

1. Will this proposed authority best enable us to reach the goals we have set for recreation in this community?
2. Does the chosen authority assure recreation the prestige, resources, and support it deserves as a major and indispensable function of government in its own right?
3. Does the proposed authority have a broad philosophy, understanding, appreciation, and recognition of recreation in its widest concepts?
4. Is there a guarantee that funds for recreation will be protected and not diverted to other purposes?
5. Is there provision for full coöperation and planning in the development of recreation services? Is a means provided for coordinating the efforts of the several municipal departments, private agencies, and the many other organizations and groups concerned with recreation?
6. Is there provision for a policy making board?<sup>5</sup>

As indicated in the survey summary on page 319, many municipal authorities, other than school, park, and recreation departments, administer recreation services. However, consideration will be given here only to these three.

### *Board of Education*

The organized public recreation program in Milwaukee is operated by the Board of Education and the superintendent of recreation holds

<sup>5</sup> Items 2, 3, 4, 5 quoted from Meyer and Brightbill, *op cit*, p 123.

the rank of an assistant superintendent of schools Milwaukee has been recognized for many years as having developed one of the outstanding recreation programs in the nation and frequently has been labeled "The City of Lighted Schoolhouses" so extensive is its use of school buildings for community center purposes. Another example of a school authority operating a municipal recreation program is Madison Wisconsin where recreation is administered as a division within the Department of Health Physical Education Recreation, and Safety.

#### ADVANTAGES

1 The higher values sought in recreation and education of the finest quality are largely identical

2 Provision is made for continuity of planning in the field of skills and interests. When an identical authority controls both education for leisure and the program of recreation planning in this area of living becomes a continuous unbroken unitary process which generally is not possible when one authority lays the foundation for leisure while another builds the house. For example planning for adult volleyball should begin with the teaching of volleyball in the physical education classes of the junior high school. The recreation authority which has no control over what is taught in the public schools but which despairingly attempts to organize an adult program of activities in which the people lack both skills and interest is like the farmer who mourns in the fall the lack of a harvest—the natural result of his predecessor's having failed to plant any seed in the spring.\*

3 The schools have many of the areas and facilities essential to the program

4 The schools have contact regularly with more of the people than has any other public institution

5 The alliance of recreation with education will enhance the prestige of the former

6 There is less likelihood of interference by the politicians

7 School authorities will insist upon a high quality of leadership especially from the standpoint of educational qualifications

\*Howard G. Danford "The Administrative Set up in Community Recreation" *The Journal of Health and Physical Education* February 1935 p. 24

## DISADVANTAGES

Those who oppose the assumption by the schools of administrative responsibility for recreation base their opposition mainly upon the following alleged disadvantages:

1. Education is the primary function of the schools. Recreation will be no more than a secondary responsibility, or a "tail to the educational kite."

2. Boards of education have great difficulty securing sufficient funds for the schools. If recreation also becomes their responsibility the total school budget for both education and recreation will be so large as to become an even more vulnerable target for the critics of the public schools. When financial retrenchment becomes necessary it will be the recreation program that will receive the greater cut.

3. School personnel are too academic-minded, too subject-centered, too formal in their relationships with people to make good recreation leaders.

4. The schools have not demonstrated much interest or ability in the field of recreation over the years. The bulk of their experience has been with children. The recreation department must work with adults as well.

*Park Department*

In the early stages of the development of parks in this country these facilities were essentially garden spots, areas to look at, but not primarily for active recreation purposes. Recreation personnel, on the other hand, often knew very little, and cared less, about problems relating to the horticultural and landscaping aspects of the public parks. As the philosophies of these two groups expanded to include an appreciation of parks both from the esthetic and functional viewpoints, a number of communities combined their park and recreation functions under a single governing authority. The *Chicago Park District*, through its recreation bureau, administers much of the organized public recreation in this city, although the schools and certain other public agencies also operate programs. The Recreation Division of the Board of Park Commissioners exercises a similar function in Minneapolis. In Detroit,

recreation is administered by the Department of Parks and Recreation. The proponents of this plan of organization present the following arguments:

#### **ADVANTAGES**

1. Parks, beaches, golf courses, ice skating rinks and many other areas constructed, maintained and supervised by park departments are essential and important areas to a community recreation program. There is no reason why they should be administered by another agency.

2. Recreation will benefit by affiliation with park departments because of their prestige and large budgets.

3. Joint planning is possible with respect to land acquisition, upkeep and maintenance of areas and facilities, programs and personnel.

#### **DISADVANTAGES**

1. Recreation is of secondary importance. Park personnel are more interested in properties than in people. They have not yet outgrown their "Keep off The Grass" heritage.

2. Park authorities are not sufficiently well educated themselves to insist upon a high quality of leadership for recreation.

3. They will have great difficulty securing the use of school buildings for recreation purposes.

#### ***Recreation Department or Commission***

Cincinnati, Ohio, Elizabeth, New Jersey and Jacksonville, Florida administer their recreation programs through a separate recreation authority authorized by state enabling legislation. More than 38 per cent of the managing authorities listed on page 319 administer recreation as a single function through either a recreation department or a recreation commission. Where such an administrative set up exists, the personnel involved can devote all their energies and efforts to the achievement of one goal, namely, the provision of a comprehensive program of community recreation. They are not disturbed nor distracted by the existence of other equally or perhaps to them more

important goals. It is this singleness of purpose and devotion to its attainment, above all other factors, that has characterized this particular form of organization for recreation.

#### ADVANTAGES

1. A separate authority charged solely with the responsibility for recreation, and specializing in this one task alone, can achieve greater results than if its energies are devoted to other coordinate responsibilities.

2. Recreation emerges as a distinct entity and achieves a status and prestige to which it is entitled under this form of organization. Under other forms, recreation frequently plays a secondary role completely subordinated to education, parks, welfare, or some similar function.

- 3 Funds for recreation are more easily obtained with no likelihood of their being diverted to other purposes.

4. Personnel will be selected on the basis of their qualifications in the area of recreation.

#### DISADVANTAGES

1. The creation of another administrative unit, often without areas and facilities of its own, further complicates the problem of effecting harmonious and cooperative relationships between such agencies as the schools and parks which control most of the public recreation areas.

2. When the schools, park department, and recreation commission conduct similar programs, as they frequently do, friction and ill-will may result from these duplications. The public becomes confused and resentful and the entire recreation program may suffer.

3. The exercise of control should be brought as close as possible to those affected. To turn over the operation of school buildings and grounds or park areas to a third agency is a violation of this principle.

4. The connection between the day school and the school community center should be a very close one. This connection is severed entirely when school centers are operated by municipal recreation departments.

Regardless of what form of organization is selected for community recreation, no form can be successful unless all agencies cooperate for

the common good. The schools for example have certain obligations pointed out by Ostrander as follows:

- 1 Cooperate with all concerned
- 2 Make available to the recreation authority their available facilities and build new facilities in such a way as to care for the recreation needs of people in a more effective manner
- 3 Provide trained leadership for recreation programs where needed in case such leadership cannot be furnished more satisfactorily by another public agency
- 4 Emphasize education for the wise use of leisure as an important phase of the school curriculum<sup>1</sup>

### **RURAL ORGANIZATION**

*One of the tragedies of American life is reflected in the extent to which rural communities have failed to recognize that recreation is a fundamental human need and to take the necessary steps to meet this need. While interest in county wide recreation is increasing, the number of counties in the United States in which an administrative authority for recreation or parks has been designated is pitifully small—233 from a total of 3000 or less than 8 percent.\* The absence of a county wide administrative authority for recreation does not imply that there has been no provision for recreation among rural people. Much excellent work in this area is being done by such organizations as the Extension Service of the United States Department of Agriculture, the Grange, the Future Farmers of America, Parent Teacher Councils, and the public schools. In addition 4-H Club leaders and both home and farm demonstration agents are making extremely worthwhile contributions. Nevertheless, after full credit is given for all that has been and is being done in recreation for rural people, the fact remains that the county compared with the city is a recreation desert. The probability is that it will remain a desert until the counties of this nation establish some kind of effective plan for administering recreation on a county wide basis.*

What this plan will be eventually cannot be predicted with any degree of accuracy at this time, although the following examples of

<sup>1</sup> Raymond H. Ostrander, "Community Recreation Programs and Their Relation to Schools," *The School Executive*, July 1950, p. 19.

\* County Recreation, National Recreation Association, 1951, p. 1.



county organization now in operation may shed some light upon the probabilities.

### *Jefferson County, Kentucky*

In June, 1944, the Jefferson County Playground and Recreation Board, with five appointed members serving for five years without pay, was established by the County Fiscal Court which is similar to the county commissioners in many other states. A detailed discussion of the administrative aspects of the Jefferson County plan is presented in Chapter 2, pages 61-65.

### *Alameda County, California*

The Hayward Area Park, Recreation and Parkway District, created in 1945, is an example of how the people of a consolidated high school district have organized to provide themselves with recreation on a partial-county basis. The Alameda County Board of Supervisors appoints an Advisory Board of ten members which employs a full-time year-round superintendent of recreation. The population of the Hayward Area is approximately 80,000, while the area boundaries encompass 64 square miles. The 1952 program included the operation of twenty-two playgrounds, three park areas, and three community centers with a wide variety of activities for all ages. The budget for the same year was \$155,475.

### *Monongalia County, West Virginia*

The Monongalia County Consolidated Recreation Commission was created shortly after the passage of a state recreation enabling act in 1945 which made possible joint action by city, county, and school units. This nine-member commission is made up of three members each appointed by the County School Board, the County Court, and the City Council of Morgantown. The Commission employs a full-time, year-round county superintendent of recreation. A budget of approximately \$53,000 was provided in 1952 by the Morgantown City Council, the County School Board, the County Community Chest, and the Monongalia County Court. In 1952 the commission operated seventeen daily

playgrounds in the urban and industrial areas three city parks and twenty-one weekly and volunteer rural playgrounds Two community centers one for youth only and the other for all ages were open from five to seven days each week

### **King County, Washington**

In 1938 the King County Board of Commissioners established a Department of Public Works Parks and Playgrounds as empowered by "the 1937 state legislature which authorized counties to acquire by purchase donation gift or dedication camping scenic views recreation sites and parks for public use and enjoyment" More recent legislation resulted in the appointment of a Park Board in 1950 The 1952 budget was \$270 700 95 Of this amount over 50 percent was for salaries and wages

Eight major field houses and community centers constructed in 1938-1939 comprise the bulk of the county's indoor recreation facilities although school buildings are used in certain communities

Sixteen separate communities throughout the county have developed active recreation councils and they send representatives to a county wide recreation council which meets once a month In a few communities full time community recreation directors are employed and paid jointly by the county department and the local community

A comprehensive program is offered consisting of such activities as swimming numerous other sports and games dancing arts and crafts and camping During the summer of 1951 72,000 children and adults took part in the swimming instruction program

### **Los Angeles County California**

Los Angeles County presents an excellent example of a recreation program administered by a county parks and recreation department in cooperation with school authorities Under the jurisdiction of the county supervisors the County Department of Parks and Recreation operated a broad year round program in 1950 with a budget of \$161 768 a staff of 262 leaders conducting activities at 157 schools in sixty

\* Robert C. Stephens "Cooperation is King in King County" *Recreation* May 1952, p. 86

five school districts. Included in the schools' contribution to this joint undertaking is the provision of equipment, supplies, and facilities where activities are conducted on school grounds or in school buildings. Many schools supplement the county staff by employing playground or recreation directors.<sup>10</sup>

Other outstanding examples of well-developed county programs of recreation are to be found in Union County, New Jersey, Westchester County, New York, and St. Louis County, Minnesota.<sup>11</sup>

The above examples illustrate how various administrative patterns are now being utilized in the operation of county recreation programs. The extent of their use is indicated by a recent survey made by the National Recreation Association which reveals that, of 163 counties reporting, in fifty-nine the managing authority was a park department, board, or commission, including park, parkway, and recreation districts; in twenty-nine, recreation boards, commissions, committees, or departments administered recreation as a single function; in twenty-one, county boards or other county managing authorities operated; and in fourteen, road and highway departments conducted the recreation program.<sup>12</sup>

Meyer and Brightbill summarize the administrative possibilities for county recreation with a presentation of seven alternatives:

(1) to establish a county department of recreation similar to county departments of health, education, and public welfare, (2) to organize special recreation and/or park districts within counties with powers to establish systems of recreation and to tax property within the district for this purpose; (3) to expand the function of the public school to include recreation services with an additional budget to care for the program; (4) to establish county recreation councils composed of representatives from communities of the area; (5) to adopt the "Community Federation Plan" based upon self-governing programs of activity, (6) to use the "public recreation through contract" system, and (7) to arrange a combination of any of these best adapted to local situations and circumstances.<sup>13</sup>

<sup>10</sup> Report issued by The Los Angeles County Department of Parks and Recreation and the County School District, Summer 1950, "A Cooperative Countywide Recreation Program," *Recreation*, September, 1951, p. 205.

<sup>11</sup> For a detailed presentation of the St. Louis and Westchester County plans see: George Hjelte, *The Administration of Public Recreation*, The Macmillan Company, 1940, pp. 108-118.

<sup>12</sup> *Recreation and Park Yearbook*, National Recreation Association, 1951, p. 20.

<sup>13</sup> Meyer and Brightbill, *op. cit.*, p. 94.

## DEPARTMENTAL ORGANIZATION

Previous sections of this chapter have dealt with organizational patterns for recreation. This section is concerned with the problems of organization within a department or with what must be done to set the stage for effective action. Among the questions this section will attempt to answer are

- 1 What personnel is essential and to whom is it responsible?
- 2 What are the major divisions of responsibility?
- 3 In what areas is authority delegated?
- 4 What is a staff organization chart?
- 5 How may basic principles serve as guides in determining the internal organization of a department?

### *Principles of Organization*

Since the basic principles of administration discussed in Chapter 3 apply in many instances to organization as well as to administration, students are urged to review Chapter 3 as a background for consideration of this section. For example, the principles which call for centralization of responsibility, cooperation with other agencies, groups, and individuals, creative participation, delegation of responsibility and authority, sound public relations, and consideration for community customs and traditions possess great significance for organization.

Good organization requires the establishment of a responsible and effective chief executive and appropriate personnel to aid him. He must delegate to his chief aids certain specific responsibilities and then hold them accountable for the proper discharge of these responsibilities. In the larger communities failure to do this will result in the chief executive's becoming submerged in a mass of details and finding it impossible to devote his attention to the larger issues. He must delegate to his coworkers the authority necessary to carry out their responsibilities.

The effectiveness of any organization is measured by the extent to which it enables a given department to achieve the values which it seeks. It may, therefore, be said that organization originates in purpose and reaches fruition in the attainment of that purpose. Too often the forms of organization assume the sanctity of ends rather than of means,

and tradition defies all attempts to reconstruct these forms in the light of changed conditions and newer needs. Communities must not allow the techniques by which they seek to establish a department or conduct a program to become so firmly entrenched that they cannot shift readily to meet the ever-changing needs of a progressive society.

Good organization provides the opportunity for initiative and self-reliance on the part of all recreation personnel and participants. Recreation in a democracy should be organized in a democratic fashion. Leaders and participants should have an important part in determining what should be included in the program and how it should be conducted. This does not mean that administrators should abdicate their positions and permit others to run the department. As Koopman puts it, "It does imply that administrators must furnish a democratic type of leadership which is measured in terms of the amount and quality of the leadership which they, in turn, foster in others."<sup>14</sup> It also implies that the use of totalitarian methods will not result in the attainment of democratic ends and that "decisions reached through the co-operative use of intelligence are, in total, more valid than decisions made by individuals."<sup>15</sup> This latter principle, more than any other, proclaims the value of the recreation board as a vital factor in a community's organizational planning for recreation.

### *Staff Organization*

Many factors operate in determining the nature of staff organization. In the smallest communities the superintendent of recreation may be the only person in the department; in the largest he is assisted by numerous supervisors, directors, leaders, specialists, managers, athletic officials, and office and maintenance employees. Size of community, therefore, is a factor in shaping organization. Among other similar important factors are philosophy or a sense of values, the general form of recreation organization adopted by the community, relationships with other municipal departments, custom and tradition, climate, and the in-

<sup>14</sup> G. Robert Koopman, Alice Miel, and Paul J. Misner, *Democracy in School Administration*, D Appleton-Century Company, 1943, p. 9.

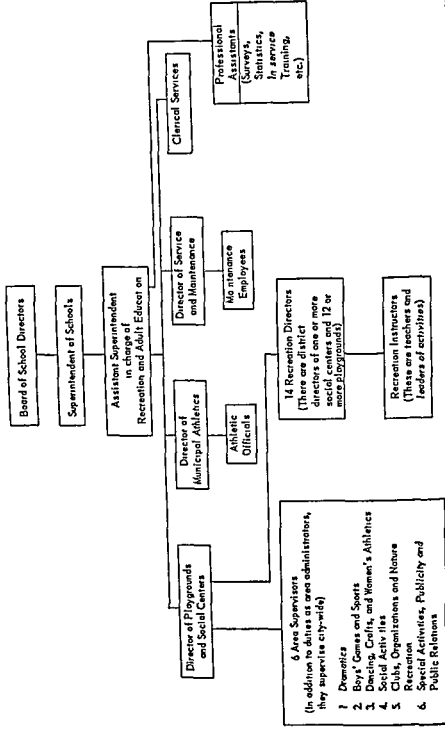
<sup>15</sup> *Educational Leaders—Their Function and Preparation*, Report of the Second Work Conference, National Conference of Professors of Educational Administration, 1943, p. 8.

terests and desires of the people. The recreation authorities whose chief concern is with the development of an athletic program for men and boys will not favor establishing the position of supervisor of nature recreation. The supervisory staff in a community where recreation is organized under the board of education may combine this function with some school responsibilities whereas in a city operating under a recreation commission such would not be the case. Milwaukee has a number of maintenance employees while in Madison Wisconsin all maintenance is handled by the board of education and the park department. Minneapolis provides for the conduct of ice skating and sking in its plan of staff organization while Jacksonville Florida makes no such provision. These two cities differ also in their staff arrangements for the operation of activities for negroes.

In the Milwaukee Department the three major divisions of responsibility are playgrounds and social centers, municipal athletics and service and maintenance, each in the charge of a director responsible to the head of the department. The city is divided into six areas with a staff supervisor as the administrative head of each area directly responsible to the director of playgrounds and social centers. In addition each staff supervisor is responsible for the city wide promotion of certain activities shown on the Staff Organization chart on page 334. Each area is subdivided into two or three districts, fourteen in all, with a recreation director in charge of each district. These directors are responsible for the playgrounds and social centers within their districts. They are responsible both to their area supervisor and to the other area supervisors as they carry out their city wide functions with respect to specific activities. This district organization plan makes it possible to decentralize the overall city program and permits of program planning, development, and supervision on a district and neighborhood basis. Other purposes are "(1) to use the full time professional recreation personnel to better advantage, (2) to expand services geographically, (3) to enrich the program offered in neighborhood centers, (4) to improve promotion, public relations and general administration, (5) to place the responsibility for building supervision with full time employees of the board, and (6) to improve programming."

<sup>14</sup> Recreation Districts—Circular D 1 Department of Municipal Recreation Milwaukee Public Schools 1951 p. 2

# STAFF ORGANIZATION

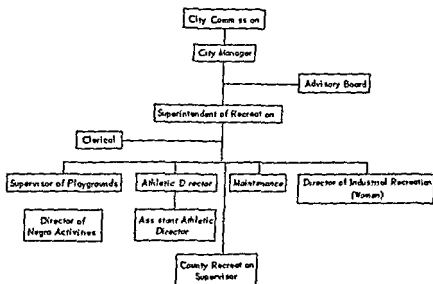


Departmental organization in Columbus, Georgia, revolves primarily around three areas of responsibility—playgrounds community centers, and municipal athletics. Since the city is much smaller than Milwaukee the organization is considerably less complex.

### COMMUNITY ORGANIZATION

Recreation departments do not function in isolation from other agencies and organizations. They must operate in communities where,

#### STAFF ORGANIZATION



Columbus Department of Recreation  
Columbus, Georgia, October, 1952

in many instances, they are the newcomers and their appearance upon the scene may be viewed with mixed emotions. It is imperative that the public recreation authorities accept in their community relationships the point of view expressed in the immortal words of John Donne, "No man is an island, intire of itself, every man is a peece of the Continent, a part of the mine, if a Clod bee washed away by the Sea,



Europe is the lesse; . . . any man's death diminishes me, because I am involved in Mankind; and therefore never send to know for whom the bell tolls; it tolls for thee."<sup>17</sup> This statement applies to organizations as well as to individuals. None is entire of itself. Each is a part of the community. That which affects one affects all. Whenever the recreation program conducted by any organization is badly crippled by public apathy, indifference, or outright hostility, the probability is that all will be hurt. When one is benefited all are helped.

Public recreation departments, therefore, cannot function at their highest potential unless: (1) they recognize that they have no God-given right to control all organized recreation in a community, and that there is an important place for other agencies and organizations whose chief, secondary, or incidental interest is recreation; (2) they cooperate with these organizations; (3) they give proper credit to the groups which cooperate with them in the conduct of the municipal recreation program; and (4) they play an active part in establishing and operating the machinery for coordinated community planning for recreation.

Community organization, according to McMillen, is a process whose primary objective "is to help people to find ways to give expression to these inherent drives to improve the environment in which they and their fellows must carry on their lives. But it is clear that most individuals experience repeated frustrations if they attempt singlehanded to attack environmental factors which they believe to be inimical to the general welfare. Moreover the desire to work with others is an equally well-marked human trait. The community organization process recognizes both of these drives by seeking to help people to work together in an effort to improve their common environment."<sup>18</sup>

Other writers, such as Alinsky,<sup>19</sup> Dahir,<sup>20</sup> Hillman,<sup>21</sup> Sieder,<sup>22</sup> and

<sup>17</sup> John Donne, *Devotions*, XVII.

<sup>18</sup> Wayne McMillen, "Community Organization—A Process in Social Work," *The Social Science Review*, March, 1944, p. 12.

<sup>19</sup> Saul D. Alinsky, *Reveille for Radicals*, University of Chicago Press, 1946.

<sup>20</sup> James Dahir, *Communities for Better Living*, Harper & Brothers 1950.

<sup>21</sup> Arthur Hillman, *Community Organization and Planning*, The Macmillan Company, 1950.

<sup>22</sup> Violet M. Sieder, "Solving Health and Welfare Problems through Neighborhood Participation," *The Social Welfare Forum—Official Proceedings, 78th Annual Meeting, National Conference of Social Work, 1951*, Columbia University Press, 1951, p. 311.

Wolff,<sup>23</sup> view community organization also as a means of revitalizing democracy by providing opportunities for the common man to participate directly and effectively in community affairs and thus develop a sense of personal responsibility for the welfare of his community

While community organization follows no established patterns and has evolved no uniformly accepted procedures, its most common channels include the council of social agencies, community council, neighborhood council, and recreation council

### *Council of Social Agencies*

The council of social agencies is primarily an organization created for the purpose of coordinating "the service functions of the social agencies and the social planning activities of the community and to provide leadership in the development of the community's social services"<sup>24</sup> Its major functions as expressed by McMullen<sup>25</sup> are (1) the raising of standards, (2) analysis of joint problems, (3) provision of a factual base for social planning, (4) identification and measurement of unmet social needs, and (5) the operation of needed projects on a temporary basis

The Chicago council of social agencies, founded in 1919, had a membership in 1945 of 198 private and 14 public social agencies, with 776 persons serving on its numerous committees The three divisions of the council were family and child welfare, health, and recreation and informal education With 198 private agencies and only 14 public agencies represented on the council, the role played by the public agencies may well be a weak one Sieder<sup>26</sup> suggests that the name "council of social agencies," is not a good one, as it tends to exclude departments of government such as schools, courts, health departments, recreation departments, and libraries It also tends to discourage participation by laymen other than board members of social agencies, civic organizations, parents' groups, business, labor, and

<sup>23</sup> Max Wolff, "Democracy Means Participation," *Educational Sociology* November, 1949 p 129

<sup>24</sup> Wayne McMullen, *Community Organization for Social Welfare*, University of Chicago Press, 1945, p. 413

<sup>25</sup> Wayne McMullen, "Community Organization in Chicago—1945," *The Social Service Review*, June, 1945, p. 157

<sup>26</sup> Violet M Sieder, "Planning vs Operating Programs" *Community Organization*—ed. Donald S Howard, American Association of Social Workers 1949, p 15

professional organizations, and church groups. She points to a current trend toward the use of such names as community service council, community welfare council, or social planning council.

### *Community Council*

A community council is a citizen's organization designed to serve as a medium for "cooperative community study, planning, and action; to coordinate the work of existing services; to eliminate duplicating or unnecessary activity; to locate unmet needs and see that they are met, to stimulate preventive and remedial measures; to improve the quality of community services through the most efficient application of community resources to the health and welfare needs of all citizens."<sup>27</sup>

Membership in the community council includes not only lay and professional representatives of private and public agencies operating in the health, welfare, or recreation fields, but also laymen representing various civic, business, labor, and professional organizations and parents' and church groups. A study by Sieder of 113 community councils revealed that in well over half the cities recreation authorities participated actively in the work of the councils. Their participation generally took one or more of the following forms:

1. Active participation as a member of the council's central administrative body and as a member of appropriate committees.
2. Use of the council as a medium for "anticipating community needs, preparing the public for new services, initiating and promoting changes in programs."
3. Assistance in the development of a clearly defined policy guiding the council with respect to taking a responsible stand on legislative or other public issues.
4. Assistance to the council in defining and clarifying interagency relationships between both public and private agencies working in the same or related fields.
5. Participation in the initiation, planning, and carrying out of studies involving public agencies.<sup>28</sup>

Where community councils exist public recreation authorities should be represented, take an active part in their work, and profit by their

<sup>27</sup> *Ibid.*, p. 11.

<sup>28</sup> *Public Agency—Council Relationships: A Study* Bulletin 290, December, 1946, Community Chests and Councils, Inc., pp. 17-19

advice and counsel. To remain aloof compounds rather than solves vital problems of human relationships which in the final analysis is what agency relationships are. The progressive recreation department will recognize the need for and will support an overall community council that coordinates the efforts of all groups in a unified attack upon community problems and it will serve actively as one of the member agencies of such a body. We must be concerned with improving the general quality of living. In the community the recreation department is but one expression of the people's concern for improving the quality of life. Its own effectiveness may well be measured by the way in which it is interrelated with the work of other agencies. An institution like an individual grows in direct proportion to the number of contacts it may develop which are of a mutual and reciprocal nature. In this sense the recreation department should influence and in turn be influenced by the work of other organizations whose basic purpose is the same, namely to improve life in a democratic society.

### *Neighborhood Council*

Neighborhood councils represent one channel through which social planning on a local basis is facilitated. Their programs vary greatly in scope and nature. In general they start with relatively simple projects which are urgent, which affect most of the people in the community and which will receive the overwhelming support of the majority of the people. Among the various kinds of recreation projects in which they engage are the following:

1. Raise funds for the purchase of new equipment for the play ground
2. Provide judges and other officials for local recreation events
3. Provide transportation for children participating in activities away from the local facilities
4. Conduct delinquency studies
5. Support the recreation department in its budgetary requests
6. Interpret the recreation program to the public
7. Secure more extensive use of school buildings

Council membership is drawn from sources similar to those supplying representation to the community council. The councils have no legal status and are purely advisory in nature, but the enthusiastic

support of a number of neighborhood councils for the public recreation program can mean the difference between success and failure. The attitude of members of a city council toward the recreation budget, when it is under consideration, is shaped very largely by the reactions of their constituents toward the recreation department. One of the best ways to make a friend for recreation is to give an individual an opportunity to participate actively in the planning of the program. It then becomes *his* program, something to be proud of, to interpret, to support, and to defend.

### *Community Recreation Council*

Where the administration of recreation is not yet accepted as a legitimate function of government, the community recreation council may operate a program; usually, however, the council acts in an advisory capacity only to the public recreation authorities. Among the purposes of such a council are:

1. Collect facts as a basis for planning.
2. Advise recreation authorities on matters of public import.
3. Assist in planning for recreation on both a short and long-range basis.
4. Conduct studies designed to improve coordination of recreation services in the community.
5. Assist in the evaluation of the recreation services.
6. Keep the recreation personnel informed of the needs, interests, desires, and criticisms of the people.
7. Interpret recreation to the people as one means of securing support for the program.
8. Offer constructive criticism.
9. Assist in the sponsoring of certain types of special activities and programs.

An outstanding example of a successful recreation council is The Metropolitan Recreation and Youth Services Council of Los Angeles, California, which is fact-finding and advisory in its functions. This Council provides the machinery for coöperative action on the part of public and private agencies and representatives of the community-at-large in the planning and development of sound and adequate recreation and youth services for Los Angeles County. Organized in 1948,

the Council is composed of thirty lay citizens: ten are elected or appointed public officials with board or similar responsibility in the field of public recreation or youth services; ten are board members or presidents of voluntary youth services and recreation organizations; and ten are citizens-at-large, chosen because of their interest and activities in support of recreation and youth services.

Among the services rendered by the Council have been the following:

1. Gathering of basic information relative to the location and distribution of services and facilities.
2. Compiling an inventory of facilities.
3. Conducting a study of swimming pool operation and needs.
4. Surveying services to determine if duplication exists.
5. Studying problems relating to location of a boys' club, use of school buildings, fees and charges for public recreation, feasibility of joint planning between boards of education and recreation departments for the construction of swimming pools.
6. Analyzing participation on approximately thirty-five public playgrounds.<sup>29</sup>

### STATE RECREATION ORGANIZATION

A still further aspect of organization for recreation is that represented by the creation of state recreation boards or commissions for the express purpose of utilizing the leadership, influence, and prestige of the state in stimulating and encouraging local administration. Only four states—North Carolina, Vermont, California, and Washington—have assured themselves of advancement by accepting as one of their responsibilities the establishment of independent and separate state recreation commissions and boards.

Participation by the state in the provision of recreation opportunities for its constituents is by no means confined to those services extended solely through a separate recreation board or commission. States without such boards have conducted recreation surveys, employed recreation personnel in state departments of education and other agencies, assisted in the creation and operation of state recreation councils, appropriated funds for the acquisition, development, and operation of recreation areas, provided the legal stimulus for local action by en-

<sup>29</sup> "A Metropolitan Recreation Council," *Recreation*, October, 1951, p. 291.

acting broad permissive legislation, and, through their universities not only educated future recreation leaders but frequently provided direct service of an advisory nature to the local community.<sup>30</sup>

### *North Carolina*

In 1945, the North Carolina Recreation Commission was created by legislative action. The Commission consists of seven members appointed by the Governor. An executive director acts as secretary to the Commission and, with a limited staff, carries out its policies. The law also empowers the Governor to appoint a Recreation Advisory Committee consisting of 30 members who shall serve for a term of two years. This Advisory Committee meets once a year with the Commission. Much of the work of the Committee is carried out by its various subcommittees among which are church, negro, industrial, nature and outing, camping, municipal recreation administration, rural life, and music.

In discharging its primary function—service to the local community—the Commission conducts surveys and studies and encourages communities throughout the state to do the same; assists communities on budgetary and legislative matters; helps establish higher recreation standards; aids in the professional education of recreation personnel through assistance rendered at workshops and institutes; provides consultation and publication services; conducts research; furnishes special services to special groups, such as industrial concerns, churches, rural life groups, commercial concerns, and youth-serving agencies, and coöperates with various state agencies and organizations.

### *Vermont*

A State Recreation Board, consisting of three members, was established by the Vermont legislature in 1947. The Act provides for the appointment of an executive director and such other qualified employees as are needed. The biennial appropriation by the 1951 legislature was \$27,030. The function of the Board as stated in the Act is "to provide,

<sup>30</sup> For a detailed discussion of how states participate in recreation see: Harold D. Meyer and Charles K. Brightbill, *State Recreation Organization and Administration*, A. S. Barnes and Company, 1950, also "State Recreation Services," *Recreation*, June, 1950, p. 118.

upon request to the municipalities and other political sub divisions of the state and to non governmental organizations assistance in their development of wholesome and adequate community recreation programs"

Services rendered by the Department of Recreation are many and varied They are perhaps best viewed in this list of the duties of the state director

STATE DEPARTMENT OF RECREATION  
STATE OFFICE BUILDING  
MONTPELIER VERMONT

DUTIES OF THE STATE DIRECTOR OF RECREATION

- 1 Study and appraise community recreation needs of the State
2. Upon request assist communities in the organization and operation of recreation programs Give help with financial and legal problems
- 3 Aid cities, towns and villages in appraising their recreation needs and resources make recommendations for priority and long range developments
- 4 Aid cities towns and villages in locating securing and developing recreation facilities and areas suitable to local needs according to population trends local financial structure and the community's ability to maintain such areas and facilities
- 5 Assist communities in securing more effective use of existing recreation resources
- 6 Promote standards of program finance facilities and leadership Budgets have been increased facilities improved and trained leadership standards raised
- 7 Recruit refer and train professional and volunteer recreation leaders
- 8 Assemble for dissemination information ideas plans and suggestions on programs and services
- 9 Promote institutes and conferences on an area and state-wide basis For example
  - a Governor's Annual Conference on Recreation
  - b Summer Playground Leaders Training Institute
  - c Social Recreation Leadership Training Demonstrations
  - d State wide meeting for camping activities etc
  - e Country Dance Festival
  - f Workshop for Recreation in Institutions
- Plan programs secure speakers and arrange details
- 10 Plan quarterly meetings with year round superintendents of recreation
- 11 Attend Recreation Board and Recreation Council meetings in local com



- munities as well as meetings of Planning Boards, City Councils, Selectmen, etc.
12. Interpret recreation through addresses to citizens' groups, such as Parent Teacher Associations, Women's Clubs, Service Clubs, Grange, Church and school groups, etc.
  13. Furnish advice on specific problems or programs through correspondence as well as consultation. Research study is often involved.
  14. Write publicity and magazine articles.
  15. Serve as State consultant on recreation to organizations, such as Parent Teacher Association, Federation of Women's Clubs, Y.W.C.A., etc. Give special training to State groups such as Grange lecturers, etc.
  16. Give assistance in the planning of recreation programs for rural areas and industrial firms, hospital, church, youth and old age groups which require careful planning.
  17. Cooperate with all state departments and agencies that cross recreation interests.<sup>31</sup>

### *California*

The California legislature, in 1947, enacted into law a bill creating the State of California Recreation Commission and empowering the governor to appoint the seven members of the Commission to four-year terms. He also appoints the state director of recreation and the chairman of the Commission.

The law is a broad and comprehensive one providing for the commission to study and consider "the whole problem of recreation of the people of the state of California as it affects and may affect the welfare of the people and especially the children and youth"; . . . to "formulate, in cooperation with other state agencies, interested organizations and citizens, a comprehensive recreational policy for the State of California"; and to "establish policies for the guidance of the Director of Recreation in the performance and exercise of his powers and duties as set forth in this act."<sup>32</sup>

Among the most significant of the services rendered the state by the commission and its staff of eleven men and women during the 1950-1951 year are the following:

<sup>31</sup> State Department of Recreation, Montpelier, Vermont, Mimeographed leaflet, 1952.

<sup>32</sup> *Recreation in California—Compilation of Laws Relating to Recreation*, State of California, Recreation Commission, p 11

1 Assisted in the development of recreation in areas affected by national defense and mobilization. Provided leadership in coordination of federal, state and local recreation programs in these areas.

2 Published pamphlets entitled "Laws and Regulations Relating to Organized Camping" and "A Prospectus for the Professional Preparation of Recreation Personnel."

3 Assisted in the planning of a state wide conference on Problems of the Aging Population and in the preparation and distribution of a brochure entitled "Recreation for Older People in California."

4 Completed four major projects related to organized recreation for special groups as follows: (a) report and recommendations on recreation facilities and programs for agricultural workers; (b) a plan for development of recreation in California correctional institutions; (c) organizational plan for recreation and activity therapy in a California mental hospital; and (d) a plan of development for recreation services and facilities in a county juvenile hall.

5 Conducted an annual inventory of local public recreation services.

6 Either cosponsored or assisted in the conduct of many conferences, institutes and workshops.

7 Provided a variety of technical services on request.

8 Provided consultant services to state and local agencies.

9 Conducted surveys, made appraisals and provided consultants for community self studies.

The budget of the commission for the year was \$93,995.<sup>23</sup>

### Voluntary State Councils and Committees

Legally established state recreation commissions or departments come into being generally after years of painstaking effort on the part of many individuals and organizations. Legislatures more frequently reflect than create demands for new agencies and services. The voluntary state recreation council or committee not only can contribute greatly to the advancement of recreation in other respects but it is almost essential as a motivating force in the evolution of a state's growing sense of responsibility for the recreation welfare of its constituents. Such committees successfully fought the battle in North Carolina and

<sup>23</sup> *Recreation in California—Fourth Annual Report 1950-1951*. State of California Recreation Commission, 1952.

Vermont for the establishment of recreation as an important function of state government. They are now fighting a similar battle in a number of other states or are contributing in various ways to furthering the cause of recreation among their people. How these committees are organized and what they do is an important phase of state organization for recreation.

The story of the establishment of the Wisconsin Recreation Council probably is fairly typical of what has taken place in other states.<sup>34</sup> In every state are numerous organizations which have a direct interest in one or more phases of recreation. When a number of organizations have a common interest some machinery should exist whereby they can coöperate in the furtherance of that interest without losing their identity or sacrificing their sovereignty. The Wisconsin Recreation Council was organized in 1944 to provide this machinery and, through it, to meet certain specific needs which existed in the state.

Among the early problems were those of determining who should call the first meeting and who should be invited. It is imperative that the first meeting be called by a highly respected individual occupying an important position in the public service. In Florida, the governor called the first meeting; in Wisconsin it was called by the president of the University of Wisconsin, who sent a letter of invitation to the following organizations:

ORGANIZATIONS INVITED TO SEND REPRESENTATIVES,

1. American Association of University Women
2. American Legion
3. Association of Women of Wisconsin
4. Boy Scouts (regional area)
5. Council of Industrial Organization
6. Farmers' Union
7. Federation of Music Clubs
8. Girl Scouts—National Field Staff
9. The Joint Committee on Education in Wisconsin
10. Junior Chamber of Commerce
11. League of Wisconsin Municipalities
12. Midland Cooperative Wholesale
13. Milwaukee County Park Commission
14. National Council of the YMCA

<sup>34</sup>The author participated in the organization of the Wisconsin Recreation Council and served as its first chairman.

- 15 State Department of Public Instruction
- 16 State Department of Public Welfare
- 17 State Health Department
- 18 United Service Organizations
- 19 University of Wisconsin
- 20 Wisconsin Congress of Parents and Teachers
- 21 Wisconsin Conservation Department
- 22 Wisconsin Council of Agriculture
- 23 Wisconsin Council of Churches
- 24 Wisconsin County Boards Association
- 25 Wisconsin Education Association
- 26 Wisconsin Farm Bureau Federation
- 27 Wisconsin Federation of Women's Clubs
- 28 Wisconsin 4 H Clubs
- 29 Wisconsin Health and Physical Education Association
- 30 Wisconsin League of Women Voters
- 31 Wisconsin Park and Recreation Society
- 32 Wisconsin Recreation Association
- 33 Wisconsin Recreation Leaders Laboratory
- 34 Wisconsin State Federation of Labor
- 35 Wisconsin State Grange
- 36 Wisconsin State Planning Board

A number of municipal recreation superintendents two superintendents of schools, a minister and a superintendent of parks were also invited and attended. In addition, twenty six organizations were represented at the first meeting.

Of primary importance on the agenda of the first meeting were the following topics:

- 1 Problems in Recreation in Wisconsin How a Council Can Help Meet These Problems
  - a In Rural Communities
  - b In Cities of Medium Size
  - c In Large Cities
- 2 State-Wide Planning for Recreation
- 3 Responsibility of the Public Schools for Recreation
- 4 Shall a Wisconsin Council of Recreation be Established?

Voting unanimously to organize a council the group later adopted a constitution which stated its purposes to be

- a. To stimulate state wide interest in recreation as an essential part of living
- b. To promote the correlation of programs of all state and national agencies and organizations public and private, interested in recreation and allied fields for the purpose of working out a joint approach to communities thereby eliminating confusion and duplication of effort
- c. To encourage recreational planning on a state wide basis
- d. To stimulate and aid community action in meeting both present and future local recreational needs
- e. To encourage and further the training of workers in the recreational field.<sup>25</sup>

Council membership was opened to representatives of state organizations agencies and institutions and representatives of national organizations operating within Wisconsin and actively interested in recreation. The membership fee was \$5

Two major accomplishments characterized the work of the Council during its first year of existence. At the time of its inception many members felt that one of the greatest recreation needs in the state was the need for better-educated leadership. The colleges and universities were doing little or nothing toward meeting this need. Largely as a result of the efforts of the Council the LaCrosse State Teachers College offered the next fall semester a combined major in physical education and recreation. The University of Wisconsin started plans which led, in later years to a major in recreation. A second major accomplishment was a survey of recreation needs conducted on a state-wide basis. The widespread coverage of the survey was indicated by the fact that 162 Parent Teacher Association units contributed to it.

To allay any fears that may be aroused it should be emphasized from the outset that a council is not a superorganization which plans to preempt the authority or limit the scope of action of any of its member organizations. It is not an operating agency. It is simply a technique or piece of machinery which operates on the proven theory that results may be more quickly and more easily achieved in many areas of endeavor when people work together than when they work separately.

Many states provide numerous and valuable recreation services through the medium of agencies existing primarily for purposes other than recreation such as state departments of education, welfare, and

<sup>25</sup> *Constitution and By-Laws of the Wisconsin Recreation Council* 1944 p. 1

health or university extension divisions. Regardless of the importance of these agencies to the recreation effort they are not a substitute for either the voluntary or official state organization.

### STATE RECREATION ASSOCIATIONS

One of the ways by which men organize for community action is through the establishment of state associations or societies. The extent to which recreation workers organize and participate in state and national professional organizations is one measure of their professional maturity. For, as Kauffman puts it one of the criteria of a profession is "Preparation for and practice of the professional technique so stimulates and occupies the practitioners that they form professional associations for improving its standards and extending its public acceptance."<sup>36</sup> He further points out that the recreation people of this nation have been extremely slow to accept their personal responsibilities for the development of strong professional organizations and blames this immaturity largely upon the National Recreation Association.

The National Recreation Association has contributed more to the development of organized public recreation in the United States than has any other single organization but many recreation leaders looked upon it as a professional society rather than as a service organization which it is. Rather than develop their own strong state and national professional organizations they used the National Recreation Association as a crutch until professionally they failed to develop a sense of responsibility for independent thinking and action. At the present time the recreationists are just beginning to develop strong professional groups handicapped greatly by "the apathy toward accepting personal responsibility engendered by relying for four decades upon the paternalism of an Association in which they had small if any voice."<sup>37</sup>

The existence of state recreation associations in 34 states in 1951 is an indication of an awakening professional attitude that augurs well for the future development of recreation as a profession.

<sup>36</sup> Earl Kauffman Jr. *A Critical Evaluation of Components Basic to Certain Selected Professions with A View to Establishing Recreation as a Profession*, Doctor's Thesis New York University 1949 pp. 42-43.

<sup>37</sup> *Ibid* p. 602

A study<sup>23</sup> of sixteen of these associations reveals much of interest and value to the student of recreation.

### **Objectives**

Ranked in order of frequency of mention, the following purposes or objectives appear in the constitutions of these associations:

<i>Objective</i>	<i>Frequency of Mention</i>
1. Stimulate closer cooperation and coördination among the various agencies engaged in recreation and related services	13
2. Stimulate state-wide interest in recreation	9
3. Foster and maintain high standards with respect to professional qualifications	9
4. Encourage and foster necessary legislation	8
5. Unite in one organization all recreation workers of the state	8
6. Serve as a clearing house for the dissemination of information on recreation	7
7. Educate the public to the values of recreation	7
8. Secure public support and recognition for recreation	5
9. Foster and maintain high standards of professional ethics	5
10. Promote, broaden, and improve recreation services	4
11. Act as an agency for representing workers when group representation is desired	4
12. Encourage study and research	4
13. Aid in the education of recreation leadership	4

### **Membership**

There is little uniformity in membership regulations. In a few states only one type of membership is provided for; in others, membership classifications are: active, associate, student, affiliate, sustaining, organization or department, and honorary. Both sustaining and department membership may qualify for active status provided they meet requirements.

Membership fees also vary considerably. A department fee in Michigan costs \$25, while in Wisconsin the dues are \$5 if the depart-

<sup>23</sup> Conducted by the author in 1952. The states are Arizona, California, Colorado, Connecticut, Louisiana, Maine, Maryland, Massachusetts (Eastern), Michigan, Minnesota, New Jersey, New York, South Carolina, Utah, Washington, and Wisconsin.

ment serves a community of less than 20 000 and \$10 if 20 000 or over Individual active membership fees vary from \$1 to \$7 50 with \$2 being the most common Two states require their active members to pay membership dues to the American Recreation Society Associate membership dues range from fifty cents to \$3 with \$1 the customary amount. The usual affiliate membership fee is \$1 while student fees are generally fifty cents Contributing or sustaining membership dues range from \$5 to \$25 with \$10 most frequently mentioned

A great diversity of opinion exists as to which people may join these state associations In one state only full time recreation executives may become active members with power to vote Supervisors may become associate members but cannot vote The lowly recreation worker below the level of a supervisor is barred from the association Such a practice can hardly be said to harmonize with the principles of democracy One association permits anyone in the state who is interested to become a member Somewhere between these two extremes lies the answer to the problem of active membership The California qualifications appear to be quite sensible "Active membership shall consist of full time professional employees in executive or leadership capacity associated with the recreation movement Active membership also includes community district county state or federal personnel devoting a portion of time to the promotion planning and organization in the field of recreation services and those persons employed by educational institutions who have the executive responsibility of organizing and administering research or instruction in one or more fields or phases of recreational services"<sup>29</sup>

Most associations define an associate member as any individual group department or organization interested in recreation In California an associate member may be any person engaged in part time recreation work or a student

Only five of the sixteen associations included in this study accept student memberships The opportunity to attend state conferences is sociate with leaders in the field and meet with students from other universities constitutes a vital part of the professional education of students majoring in recreation These are sufficient reasons that every state association should permit and encourage student participation

Three states provide for affiliate members who are persons interested

<sup>29</sup> *Constitution and By Laws* California Recreation Society Inc February 1951 pp 5-6



in or employed in the field of recreation but who do not reside in the state. A contributing or sustaining member is any person or organization willing to pay the dues. Nine states elect to honorary membership persons who have made outstanding contributions to the recreation profession or closely related fields. Only active members may vote, except in one state where the franchise is extended to honorary members.

### **Government**

The associations are governed by executive committees or boards of directors consisting of the officers and a number of members elected at large. The number on these committees ranges from five to nineteen with seven being the most common. In less than half of the associations the executive committee members elected at large serve staggered two year terms. Six associations capitalize on the experience of the immediate past president by placing him on the executive committee.

### **Meetings**

Seven associations meet once a year, three meet twice, one each meets three, four, and six times, one holds eight meetings.

### **Committees**

Since much of the work of an association is carried on through its committees, the following gives some indication of the scope and nature of the activities in which these sixteen associations engage.

STATE RECREATION ASSOCIATION COMMITTEES

Committee	Number of Associations
Membership	11
Legislative	10
Nominating	8
Public Relations	8
Program	6
Athletics or State Tournaments	5
Auditing	4
Professional Standards	4
Convention	4
Research	3
Professional Education	3

A few other committees each of which appears in only one constitution are bulletin commercial recreation, boxing wildlife women's activities entertainment resolution and finance

### **Major Projects**

Among the most frequently mentioned activities of these associations are the following they conduct surveys hold conferences and work shops provide a bulletin service to members sponsor legislation and conduct state athletic tournaments Other interesting and valuable services rendered are compilation of a history of the association preparation of an association handbook dissemination of information on state enabling acts operation of an accident insurance plan and development of a state consultant service Six associations are endeavoring to secure the establishment of state recreation commissions

The importance of developing and strengthening the state associations cannot be overemphasized No area of endeavor ever attained professional status except largely through the efforts of its own practitioners When the recreation workers of this nation voluntarily unite in associations and intelligently and vigorously proceed to improve their standards and their public relations they will be well along the way toward creating a profession No one else will do it for them The state recreation association provided its members will address themselves to the solution of serious problems of professional significance instead of tilting at windmills can be a vital factor in the hard climb to professional maturity

### **NATIONAL PROFESSIONAL ORGANIZATION FOR RECREATION**

A further way in which men organize for the purpose of advancing the interests of recreation and their own is through the development of national professional organizations The existence of at least eight major national professional organizations in this country embracing within their membership personnel rendering distinct recreation services attests both to the varied nature and broad scope of recreation as well as to the almost complete absence of any real unity within the profession For these organizations not only have failed to create any

machinery for united action but, in many instances, have fought both openly and under cover among themselves. Full professional status for recreation will be achieved much more quickly and effectively when these warring factions reconcile their differences, combine their forces within one professional society, where possible, and, if more than one professional body remains, effect a federation for united action. In claiming "development of the capacity for cooperative action" as one of the values we seek through recreation, we should be challenged by our professional disunity to practice this high virtue among ourselves.

AMERICAN ASSOCIATION FOR HEALTH, PHYSICAL EDUCATION AND RECREATION, 1201 SIXTEENTH STREET, N W, WASHINGTON 6, D C

This Association, a department of the National Education Association, lists as its primary aims, in so far as recreation is concerned, the provision of sound and adequate programs and leadership, stimulation of an intelligent and comprehensive interest, assistance in research and experimentation, promotion of sound community relationships, co-ordination of activities of local, state, district, and national associations of health, physical education, and recreation, and the raising of professional standards. The Association is divided into four divisions, one of which is Recreation.

The official magazine is called *The Journal of The American Association for Health, Physical Education, and Recreation* and is published monthly except in July and August. It also publishes a *Research Quarterly* in March, May, October, and December of each year.

Types of membership are

Regular Membership	\$ 5 00
Includes the <i>Journal</i>	
Professional Membership	10 00
Includes the <i>Journal and Research Quarterly</i> , plus a packet of helpful materials each year	
Student Membership	2.50
Includes the <i>Journal</i>	
Student Professional	4 00
Includes the <i>Journal and Research Quarterly</i>	

The Association had almost 20,000 members in 1952. A national convention is held biennially.

AMERICAN ASSOCIATION OF GROUP WORKERS, 129 EAST 52 STREET, NEW YORK 22, N Y

The American Association of Group Workers seeks "to promote association among education, recreation, and group workers, to raise the standards of competence among practitioners, to encourage continued study of the basic body of knowledge and skills essential to professional practices, including professional education, to encourage research, to provide individual and corporate action on matters affecting the field of practice."

The official magazine, *The Group*, is published quarterly and is free to members. The Association also publishes periodically newsletters, books, pamphlets, and reports.

Types of membership are

#### Active Membership

Several requirements in education plus, in certain instances, an experience requirement. Only college graduates may hold active membership.

#### Student Membership

Full time enrollment in a recognized graduate school of social work with a group-work specialization or in recognized graduate schools of education or recreation.

#### Provisional Membership

Bachelor degree from an accredited college or university with one year of graduate study in a school of social work with a group work specialization or in a school of education or recreation.

Annual dues are based on salary ranges, minimum dues are \$5, maximum \$15. Student dues are \$2.50.

In 1952 the membership was 2083. Although an annual national conference is not held, the Association does participate in the National Conference of Social Work and holds its annual meeting at that time.

AMERICAN CAMPING ASSOCIATION, INC., 343 SOUTH DEARBORN STREET, CHICAGO 4, ILLINOIS

The aim of the American Camping Association is to raise the standards of camping, further the development of camping knowledge and techniques, improve camp practices, widen the influence of camping,

and interpret the profession to the public and to persons who work in related fields

*Camping Magazine*, the official publication, is published monthly except in July, August, September, and October. In addition, news letters, section bulletins, and other publications are prepared and distributed periodically

Types of membership are

Contributing	\$100
Sustaining	50
Camp (Group I)	25
For all camps of 800 or more camper weeks or whose gross income is \$12,000 or more	
Camp (Group II)	15
For all camps of 400 camper weeks, or the equivalent or whose gross income is less than \$6 000	
Camp (Group III)	10
For all camps whose attendance is less than 400 camper weeks, or whose gross income is less than \$6 000	
Executive (Affil )	10
For persons holding executive positions in camping chairmen of boards, representatives of local nonprofit agencies, schools, associations, and organizations interested in camping	
Individual	5
For individuals interested in camping	
Student	3

The 1952 membership exceeded 5000. The seven regions hold conventions biennially, with national meetings of the entire Association held in alternate years.

AMERICAN INSTITUTE OF PARK EXECUTIVES, 30 NORTH LA SALLE STREET, CHICAGO 2, ILLINOIS

The object of this Institute is the collection and dissemination of facts "with reference to public parks, gardens and other public recreation grounds, facilities and programs, to act with all people to make more abundant facilities for a more expressive life through recreation and to engender a spirit of cooperation between all agencies related to our common cause."

The Institute publishes monthly a magazine known as *Parks & Recreation*.

Types of membership are

Fellowship	\$15 00
Open to executives or assistant executives of public parks and recreation systems or executive heads of subdivisions thereof or executives of allied organizations related to this field	
Sustaining Membership	35 00
Open to public commissions or boards or individuals	
Associate Sustaining Membership	40 00
Open to commercial organizations	
Associate Membership	7 50
Interested individuals unable to qualify for other types of membership	

In 1952 the Institute had approximately 1200 members. An annual conference is held.

AMERICAN RECREATION SOCIETY 1420 NEW YORK AVENUE, N W WASHINGTON 5 D C

This organization aims to unite all recreation workers in America, raise and maintain high standards with respect to professional qualifications, ethics, and education of recreation workers, cooperate with other organizations, disseminate information, represent and protect recreation workers, and encourage study and research on matters of professional interest.

The Society publishes a *Quarterly Bulletin* of 24 pages free to its members.

Types of membership are

Contributing	\$ 10 00 or more
Open to anyone	
Executive	7.50
Administrative or assistant administrative officers	
Active Individual	3 00
Full time professional employees in executive or leadership capacity associated with the recreation movement	

Active-Affiliated	3.00
Members of national, state, county or local organizations in the recreation movement, or closely related fields	
Student Member	1.00
Life Member	100.00 or more

The annual meeting of the Society is held in conjunction with the National Recreation Congress whenever possible. In 1952 the membership was 1727.

#### ASSOCIATION OF COLLEGE UNIONS, WILLARD STRAIGHT HALL, CORNELL UNIVERSITY, ITHACA, N.Y.

The Association of College Unions was founded in 1914 by student union and other social center organizations of colleges and universities in the United States and Canada. Its purpose is to provide an opportunity for unions to cooperate in advancing their common interests, and to assist in the development of new college unions.

An annual conference is held as are many midyear regional conferences. An illustrated *Bulletin* is published four times a year and proceedings of the annual conference are issued without charge to members.

Membership is open to institutions rather than to individuals and includes not only student unions but also any campus institution which presents a program for the social and recreational life of the student body as a primary activity. Annual membership dues are \$20. College organizations without union or social center buildings are eligible for associate membership at \$10 for an initial period of two years, after which the regular membership fee of \$20 applies. The 1952 membership was 202.

#### COLLEGE RECREATION ASSOCIATION (no national office)

Eleven objectives are listed by this association which was organized in 1948. Among these objectives are furtherance of the program of professional education in recreation in the colleges and universities of this country, development of a professional attitude among teachers, leaders, and students; improvement of recreation curricula and the quality of research, development of an awareness of the social significance of

recreation among members of the faculty and student bodies, and development of an effective field service in recreation

Proceedings of the annual meeting at present held at the time and place of the National Recreation Congress are prepared and distributed without charge to the membership

Membership is restricted to persons "employed by a college or university on a full time or part time basis to perform a recreation function"

The annual dues are \$2 plus an initiation fee of \$5 The 1952 membership was 47

NATIONAL INDUSTRIAL RECREATION ASSOCIATION, 203 NORTH WABASH AVENUE, CHICAGO ILLINOIS

The purposes of the Association are "to further the development of employee recreation as a benefit to the community, to industrial and commercial firms and to their employees, and as a means of improving relations between management and employees and between the employees themselves"

The NIRA provides its members with a semimonthly mailing service which includes, in addition to miscellaneous materials, a *Newsletter* and one or more *Idea Clinics*

Types of membership are

Company Memberships	\$25—\$100
Membership fee varies from \$25 for companies with fewer than 1000 employees to \$100 for those with more than 10 000 employees	
Individual Memberships	15
Open to interested individuals not connected with an industrial or commercial firm or an employee organization	
Associate Memberships	250
Affiliate Memberships	Fee established by board of directors on application
Honorary Memberships	No fee



## Student Memberships

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Available to students majoring or minoring in the field of employee recreation at a college or university where a student chapter of the Association has been established

The 1952 membership record shows 249 company members, 25 individual members 8 associate, 16 affiliate, and 2 honorary members. An annual meeting is held.

## SUMMARY

This chapter has been devoted to problems of organization for recreation. Wherever men work together to achieve a common goal organization takes place. Progress in recreation at the local, state and national levels is determined in large degree by the skill with which men work together. This is equivalent to saying that advances in recreation are facilitated by an effective organization and retarded by an ineffective one. Recreation personnel, therefore, need to give serious study to the manifold aspects of recreation organization, not as an end in itself but as a means to an end.

Organization for recreation takes five major forms: (1) urban or municipal general patterns, (2) internal organization of a department, (3) community organization, (4) state organization, and (5) organization of state and national professional associations or societies. Each is important, each affects and, in turn, is affected by each of the others.

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- 7 Meyer Harold D and Brightbill Charles A *Community Recreation* Boston D C Heath and Company 1948
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# Public Relations for Recreation

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**I**F EACH individual citizen in a community understood and appreciated the significance and importance of recreation in terms of his own self-interest as well as society's, and thus was persuaded to support public recreation financially and in other ways, most of the difficulties at present impeding progress in this area would vanish overnight. For recreation in a democratic nation begins with public permission and exists by public approval. The form which it takes, the extent to which it develops, and the quality of its contribution to the enrichment of life are all dependent upon the attitude of the people toward recreation.

It is the purpose of this chapter to suggest some ways by which people may be influenced favorably toward the recreation department and the program which it operates. The episodes or incidents related in the first section of the chapter are in part fact and part fiction, but these bits from the imagination might, and very probably do, exist as factual reality somewhere in the experiences of men working in the field of public recreation in this nation.

## ***WATCH YOUR STEP, MR. SUPERINTENDENT!***

### **GEORGE NEIL, NEW RECREATION SUPERINTENDENT**

Merion, Sept. 15—The Merion Recreation Commission today announced the selection of 38-year-old George Neil as superintendent of recreation for the city.

Neil was elected unanimously as successor to the late William Stevens.

Thus is a friendly warning to the new superintendent it is also a list of what is hoped will be helpful suggestions

You are coming as a stranger into a city which is no better and no worse than hundreds of other cities No one knows you here except members of the recreation commission And yet it is well for you to know that you are already disliked by a few people Some of these people applied for the job for which you were selected others long time friends of your predecessor simply don't believe you or anyone else can replace him In everything you do you will be compared with him at least for some time to come and the comparison frequently will not be in your favor

In general however you start with a clean slate Most of the people want you to succeed and will be your friends if you will give them a chance Remember you are a newcomer People will be watching you because you are new and because you occupy a prominent position in the community So watch your step! You don't have to grow a set of wings but there are some things you should not do Here are a few of them

1 Reporters from the newspapers will want an interview on your first day on the job Don't tell them all about the changes you are going to make in the program even though they ask you about this—and they probably will Tell them you plan no immediate changes that you want to study the program first Say that you hope to continue the fine program developed under the excellent leadership of your predecessor and eventually to build on this foundation

2 Don't drink or swear in public This is not intended as a suggestion that drinking or swearing in private are desirable characteristics of a recreation executive It is a reminder that as a newcomer you are in the limelight and one drink may become within a few hours through the aid of wagging tongues a "big drunk" or one mild bit of profanity can snowball overnight into gaining for you a reputation of being "foul mouthed"

3 Don't tell anyone what a poor job your predecessor has done even if it is true It may give you some satisfaction to make a confidant of a new friend but this new friend has many old friends to whom he talks There are no secrets—when more than one person knows If you don't want a number of others to know what you think about the work of the former superintendent, then keep your opinions to yourself

4 Don't talk about how you did things in the city where you were previously employed. This is an excellent way to wound the civic pride of people who resent what they consider to be an unfavorable comparison.

5 Don't ignore the press and radio. Within the first two or three days on the new job, the very first day if possible, drop in to meet these people. It will be best if a member of the recreation commission who is on good terms with both groups introduces you to the key personnel.

6 Don't make too many changes too soon. It is impossible to be more specific. Many people who can afford it will change their automobile models annually, but they will oppose many changes in the recreation department by a newcomer. Better proceed slowly until you have won the confidence of people and established yourself in the community.

7 Don't get involved with any factions. These exist in every community, and they will try to win you over to their side. Be friendly, listen carefully, say little, and make no promises. At least until you've had ample time to study the situation you would do well to adopt as your guide "Friendship with all, entangling alliances with none."

8 Don't fail to seek the advice and counsel of the influential "old-timers." This group will include members of the recreation commission, your staff, various councils, and other individuals in the community interested in recreation. You may find it inadvisable to act in accordance with some of the advice you get, but the mere act of seeking advice is good public relations. The individual consulted will be impressed with the soundness of your judgment as displayed by your selecting him as an advisor.

9 Don't play favorites with your staff members. Those whom you favor will like it but the others won't. You have inherited a staff that has worked for years with another superintendent. Not one of these people was brought into the department by you. Probably, at least one of them applied for your job. You can win their loyalty, but there is no guarantee you have it now. One of the best ways of winning it is by being fair to everyone. You are not being fair when you show favoritism in any form.

10 Don't be overzealous in the promotion of an activity simply because it is a personal hobby or interest of yours. People will find this out quickly enough and resent it.

*IT BEGINS AT HOME*

Merion

August 28 1952

Dear Superintendent Neil

My boy, James is seven years old and I've been trying to get him to play at the Jefferson Playground all summer long but he doesn't seem to want to. So I went over to the playground the other day to talk with your director and find out what was the matter. I found him lying under a shade tree paying no attention whatsoever to what the children were doing. I decided I would see just how long he would lie there but after watching for almost an hour I finally gave up and went home.

No wonder James doesn't want to go to the playground. If this is the sort of thing our tax money is going for this city would be better off without playgrounds. Why don't you check up on these lazy directors and fire them? If you don't you ought to be fired.

Yours

MRS J R BARRETT

Merion

August 28 1952

Dear Superintendent Neil

I have been asked to write this letter by almost a hundred different people in our community. Won't you please send back to the Lincoln Playground next summer the same two directors we have had this summer? Mr Everson and Miss Steiner have done the best job that has ever been done on our playground. All the children love them and the program has been excellent. Even the fathers and mothers went regularly to the playground in the evenings this summer for the first time.

Everyone wants them back.

Very sincerely yours,

MRS H R DAVIS

These two letters were received by a superintendent of recreation in a city which conducted a planned program of public relations—including the use of such techniques and media as newspaper and radio

slide and motion pictures, public speaking, graphic materials, reports, and exhibits and demonstrations. Despite this city-wide program of public relations the attitude of the people in the Lincoln Playground community toward recreation differs greatly from that of the people in the Jefferson area, assuming the two letters are indicative of the feelings of the people. The people in one community believe strongly in the values of a good playground program and are willing and anxious to defend and support it, in the other, they are not in sympathy with the program and will do nothing to protect it. And yet, each has been exposed to the same city-wide program of interpretation. An inquiry into the basic factors responsible for these wholly different points of view should reveal much of value to the student concerned with the creation of public opinion favorable to organized public recreation.

### *Programs and Personalities Affect Public Relations*

A good program and a good leader are the best media of public relations yet devised. No matter how clever its public relations nor how ingenious its publicity, a recreation department must succeed or fail, ultimately, on the quality of its product—its program, its leadership, its public service, and the extent to which its participants are enabled to satisfy basic human needs and grow in democratic human relationships. "But," as Cutlip points out, "good works alone are not sufficient. These good works must be dramatized and publicized, explained and interpreted, or else they will go unrecognized and unrewarded—or worse still, misunderstood."<sup>1</sup>

A recent study directed by the author revealed that the opinions of adults toward physical education were formulated primarily on the basis of their experiences in physical education classes when they were in school; also, that by far the most frequently mentioned reason for liking physical education was the fact they had fun.<sup>2</sup> If this study possesses any significance for recreation, it means that the adults of a community who are numbered among the friends of recreation for the most part derived their initial interest and their basic attitudes from the playgrounds and community centers they attended. It also means

<sup>1</sup> Scott M. Cutlip, "Effective Public Relations for Higher Education," *American Association University Professors Bulletin*, Winter, 1950, p. 650.

<sup>2</sup> Howard G. Danford, "As Others See Us," *The Journal of the American Association for Health, Physical Education, and Recreation*, May, 1949, p. 308.

that many of recreation's severest critics gained their distastes and prejudices from programs which failed to meet their needs. The fun objective is by no means the sole value sought in recreation but unless the child has fun in the program not only are the other values difficult of attainment but he at best grows into the adult who is indifferent to recreation and at worst becomes its active enemy.

Cox points out that "The individual has no public relations with other individuals he has only personal relations"<sup>3</sup> It is upon the foundation of these personal or human relationships existing between the individuals on the recreation staff and the children and adults with whom they come into contact that a successful program of public relations must be based.

Good leadership and good personal relations go hand in hand. If the influence of a child's talk upon his parents' opinion of the recreation department could be measured it no doubt would be tremendous. The leader has a great opportunity to build good will through his contacts with children. One child when asked what he thought of his new playground leader replied "I think he's wonderful. He plays with us." Another boy declared "I like him fine. He puts his arm around me." A third objected to another leader "He never shows us how to do things." And a fourth "She plays tennis all the time with the older girls and pays no attention to us."

The leader who would build good personal relations must be friendly with the people who attend his center, neglecting no one and treating all alike. He will respect each person as a human being. He will be careful not to embarrass or humiliate anyone by word or action nor permit others to do so when one's lack of skill exposes him to the thoughtless ridicule of his playmates. He will be quick to praise and slow to criticize. He will be careful of what he says to people and of his manner of saying it. He will not set minor regulations above the welfare of children. For example, if a department regulation stipulates that community centers shall open at 7:00 P.M. and at 8:50 children are waiting in the rain to get into the building, he will open the door and let them in. He will go out of his way to meet people in his community and he will look upon each occasion as an opportunity to make a new friend both for himself and the department. He will extend a

<sup>3</sup> David M. Cox "Public Relations and the Individual" *Public Opinion Quarterly* Spring 1949 p. 125



cordial welcome to parents to visit the center and will plan family nights to further encourage their visits. He understands that much of the ill-will which exists between two people will vanish when they know each other better. He also knows that his personal appearance, use of English, punctuality, courtesy, and willingness to do more than is required are important factors in the development of friendly personal relations. He recognizes that he is a key figure in his department's program of public relations and conducts himself accordingly.

A sound program of public relations not only begins on the playground and in the community center, but it also begins within the official municipal family. The recreation superintendent who complains of the lack of interest in and support for recreation on the part of city officials in the park, police, welfare, fire and other departments may discover that one of the most effective ways of interesting these officials in his work is for him to display an honest and sincere interest in theirs.

The superintendent, as Lamers advises, "Creates good will in advance of need," and, when planning to use his friends, makes them years before the time he finds it necessary to call for their assistance.<sup>4</sup>

### *A PROBLEM IN TACTICS*

The youthful, serious-faced superintendent of recreation sat at the table with his division heads and stated the problem on which he wished their advice and counsel. Things were not going very well in the area of press relationships with the department. Radio was involved to some extent, but the major difficulty revolved around the two newspapers.

"Our department," he said, "cannot operate effectively without the full cooperation of both newspapers. Yesterday I had two telephone calls which dealt with our relationships with these papers, and the persons who called were very unhappy. One was from the sports editor of our afternoon paper who criticized us severely for favoring the morning paper on our release of sports news. The other was from a reporter on the morning paper who charged us with favoritism to the

<sup>4</sup> William M. Lamers, "Base Your Public Relations on Human Relations," *The American School Board Journal*, April, 1949, p 39

afternoon paper. He said that if we didn't give him a better break he was going to take the matter up with the city manager and if he failed to get results there we'd be given the silent treatment from then on. Frankly we can't afford to alienate either of the newspapers. We need their help and I'm sure they want to help us. But how can we work with them and not be accused of playing favorites? This is the problem we must solve as satisfactorily as possible. How can it be done?"

After a lengthy discussion the group decided it would be well as a first step for the superintendent to talk with the public relations directors of the public schools and one or two of the large industries to find out how they had solved this problem. On the basis of these interviews he could recommend a policy for consideration.

A few days later the division heads were called together and this is what the superintendent recommended:

1 All news occurring between 2 00 P M and 2 00 A M shall be released to the morning paper first and all news occurring between 2 00 A M and 2 00 P M to the afternoon paper.

2 All news stories initiated by members of this department shall be released by John Henderson our director of public relations. News should be in his hands at least two days before the release date and if for the Sunday papers not later than Tuesday.

3 Upon request Mr Henderson will come to your center and write a story but he must be notified several days in advance of the event.

4 When one paper initiates a story recreation personnel shall help reporters collect materials and secure pictures for an exclusive story. Please notify Mr Henderson when reporters come to your centers for stories.

5 Leaders shall refer reporters and photographers to the director of a center unless the director has made arrangements previously for the publicity.

6 Routine sports releases shall be prepared by Mr Henderson and mailed in the late afternoon to radio stations having sports broadcasts. Unless these releases are sufficiently important to go on a general news release they will not be broadcast until the following evening after they have appeared in either the morning or afternoon papers or in both. Special radio materials shall be prepared and distributed from time to time.

After receiving approval of the recommendations the superintendent

stated he planned to invite representatives of the newspapers and radio to lunch, each person on a separate day, to discuss the proposed policy and hear their suggestions. Two weeks later he reported that both press and radio representatives had endorsed the policy and offered the following suggestions:

### *The Newspapers*

- 1 Don't try to force a newspaper man to give space beyond the limit of what the public will accept
- 2 Don't hold back or "sit" on news
- 3 Be honest. If you exaggerate your attendance figures and we find it out, we'll not trust you again on any story.
- 4 Show respect for the newsman as a worker. He must meet dead lines. Get your material in on time.
- 5 Give us as much advance information as possible on a big story so we can build it up for you.
- 6 Ask us how releases should be written. We'll be glad to give you this information.\*
- 7 Give us your news stories. Some recreation people don't know news when they see it. Here are a few events that lend themselves to news stories.

Opening of playgrounds or community center seasons, initial meetings of managers to form athletic leagues, beginning of various sports seasons, city wide events, such as the lantern parade, hobby show, pet parade and especially the circus which offers opportunities for so many excellent pictures, activities offered for the first time, new records in track, swimming and similar athletic events, unusual accomplishments by extremely young or very old, teaching a blind child to swim, electing a Displaced Person to a position of honor, winning of a championship by a crippled youngster, and similar events of a human interest nature,<sup>6</sup> interviews with outstanding clergymen, jurists, police officials, physicians, and others whose opinions carry weight with the public, election of department personnel to offices in state or national pro-

\* For an excellent discussion of this subject see Benjamin Fine *Educational Publicity*, Harper & Brothers rev. ed., 1951, Chapters 3-4.

<sup>6</sup> Care should be taken to prevent any possible embarrassment to the person about whom the story is written. The consent of parents should be obtained before authorizing release of stories involving handicapped children.

professional societies, new appointments, construction of new facilities

Probably one of your most difficult problems will be that of making routine excellence newsworthy

8 Use all major departments of a newspaper, not just the sports department. Among these are the news desk society, editorials, features, special columns, calendar of events, sports section, woman's page, picture section and Sunday magazine

9 Don't thank us for using your story nor criticize us for not using it We print stories for our readers and either praise or criticism implies otherwise We welcome praise, however, for the way a story is written, providing we are deserving of praise

10 One picture is worth several news stories but don't rely on us to get many pictures for you Plan to get your own

11 Drop in and visit with us sometime—after the deadline

### *The Radio*

1 Come to us and find out what programs we have that can handle recreation news Acquaint yourself fully with the possibilities of radio

2 Designate someone in your department to be responsible for preparing and submitting news materials to us

3 Present material in as finished form as possible We are busy people, so don't call us on the telephone and give us a story when you can write it Be clear, brief, and interesting

4 Don't show favoritism to the newspapers

5 Never ride your own hobby too much

6 Find out who on the station's staff is most receptive and sympathetic to recreation, and work with him

7 Be hesitant about music and drama presentations, for you will be competing with the best in the country

8 Radio audiences have become largely entertainment minded therefore, your programs must include many of the elements of popular appeal, if they are to be effective

9 Types of radio activity possessing value for recreation include news releases, spot announcements, on the spot broadcasts of such events as athletic tournament finals, pet shows, fishathons, and lantern parades, interviews, forums, and, provided they are of a high quality, drama and music

## **HOW TO ALIENATE FRIENDS**

Some people make friends very easily, others make enemies just as easily. The facility with which certain people collect enemies is amazing even to themselves, who frequently are not aware of the factors underlying their public relations ineptness. The following section is designed to emphasize some of the things which are especially effective in the production of enemies, both personal and professional. Although phrased negatively in large part, the positive should be quite apparent to everyone.

### ***Insult Them on the Telephone***

There are several effective ways of doing this. One of the best is to let the telephone ring several times before answering. After all, a secretary is a busy person and the call probably isn't important. It will help if your voice reflects a complete lack of cordiality, interest, and courtesy. Be sure to say "Hello" or simply "Yes?" rather than "Recreation Department" as this will keep the caller guessing.

If the caller asks for someone not in the office, always say, "He isn't here, I don't know where he is, and I don't know when he'll be in." This will give the public a good impression of our workers and our office management. When a secretary says, "He isn't in the office at present, may I help you?" or "May I have him call you when he comes in?" this indicates a willingness to be of service and is likely to make friends for the department.

Another sure-fire method of irritating people when they call for a staff member is to say, "He's busy now. Call later on," rather than offer to have him call back as soon as possible. Also, never use the words "please" and "thank you." If by this time you haven't made enough enemies for the department by way of the telephone, forget to notify the staff members to whom calls were made that they are to return these calls.

### ***Ignore Office Visitors***

When visitors call at the office, pay no attention to them until they've stood around a while. This will impress them with a sense of their own

unimportance Show only a mild interest in them at any time In general, give them the same treatment suggested in telephone procedures

### *Provocation by Correspondence*

Always allow letters to lie on your desk for several days before answering them When you do finally get around to answering your correspondence a few misspelled words scattered throughout a badly organized letter that is typed on a poor quality of stationery will prove effective in alienating people Insist on a flamboyant type of stationery with lots of names on it so that people will know you have good taste Don't hesitate to answer critical letters immediately while you're still angry, if you wait until you cool off you might forget some of the things you want to tell your critic

### *Their Time Is Your Time*

You can usually pick up an enemy now and then by failing to keep appointments Or, if you prefer don't actually fail to keep them just be a half hour or more late People will enjoy the relaxation of waiting for you When you attend meetings plan never to be on time for it's almost certain you'll have to wait for someone else

### *Resent All Complaints*

When people complain about your department let them know that you don't like it Even though each complainant might go away friendly if you listen to him take an interest in his trouble, and make every effort to set matters right you've known all along that he's just a trouble maker and you tell him so Be just as nasty to him as he is to you Never keep a record of complaints and discuss them with the staff Forget them as soon as possible

### *Mishandle Crowds*

An excellent way of incurring a number of new enemies at one time is to conduct events drawing large crowds and fail to make proper arrangements for the handling of these people Let them take care of

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### *Mishandle Crowds*

An excellent way of incurring a number of new enemies at one time is to conduct events drawing large crowds and fail to make proper arrangements for the handling of these people Let them take care of



their own parking problems; you have enough to do without that. If you charge admission, open only one ticket booth, for standing in line for a half hour or more is always good for a few criticisms. Never have enough ushers either, so that most of the people will have difficulty finding their seats. When you hold band concerts, lantern parades, circuses, outdoor movies, night baseball games, and similar events, make no provision for controlling the trouble makers, for your department will get the credit for their misconduct.

It is especially helpful to provide no passes and no reserved seats for the press and radio. An insufficient number of seats and dirty rest rooms augment the number of your critics, also.

### *Take All the Credit and Escape All the Blame*

After all successful events let it be known that you are responsible for their success. Everything occurred according to plan—your plan. When something goes wrong, one of your subordinates is at fault. Get as much personal publicity from the good work of the department as possible. When various individuals and organizations assist the department with certain phases of the program, never thank or praise them nor give them any recognition. If things go wrong, however, let everyone know who was to blame. This kind of practice should alienate friends both within and without the department and make it difficult to get any help at all from the community in the future.

### *Play on a Team in Your Own League*

A few good enemies always can be accumulated by playing, let us say, in a softball league operated by your department. If you are superintendent of recreation the umpires, employed by you, can be expected to favor you on a close play, or your opponents and their supporters will say they do, which is equally effective in the creation of enemies.

### *Go Over the Heads of People*

If the park superintendent won't properly maintain a ball diamond when you have requested him to do so, go over his head to the city

manager and complain about it. Or go to the board of education instead of to the superintendent of schools if you want to use a school gymnasium. And, if the members of the recreation commission refuse you anything, put pressure on them through the press or a wealthy banker friend. There is no better technique yet devised for the production of enemies than this one.

### ***Make All Decisions Yourself***

You know more about recreation than anyone else in the community, so why shouldn't you make all the decisions? If you plan to open a new community center in a school building, there is really no good reason why the school people, parents, and youth should be consulted. You decide what nights and hours the building will be open, the activities to be conducted, and regulations to be enforced. This may not create active animosities, but it's not conducive to the development of strong friendships.

### ***Fail to Care for School Buildings***

You can alienate a large number of school people by failing to protect school property when you use it for recreation. High among the creators of ill will are broken windows, markings on walls, stolen articles, damaged projects in classrooms, clogged toilets, cigarette butts, liquor bottles, unswept rooms, and moved furniture.

### ***Fail to Inform Secretary of Your Whereabouts***

Never tell your secretary where you are going when you leave the office, nor when you expect to return. Thus people can never find you, no matter how urgent their business. They may suspect you have gone fishing or are on the golf course, but they can't prove it. This disappearing act of yours, if performed frequently enough, should add further to your own personal host of enemies and those of the department.

The preceding twelve methods of making enemies are effective, but they also are wholly unnecessary and should not be tolerated in any

well-administered department of recreation. This does not mean, however, that the making of an enemy should be avoided at all costs. There comes a time in the life of every man when he must choose between making an enemy and doing that which he knows is wrong. The choice may even involve the possible loss of his job. But there are many worse things that can happen to a man than the loss of his job; and one of these is the loss of his self-respect brought about by the sacrifice of a principle to appease the "mob." When a man's ideals and actions are not in harmony he is well along the road to a complete disintegration of the self. If he must make the choice between the sacrifice of his ideals and the incurring of powerful enemies, he would do well to follow the advice of Polonius to Laertes:

This above all to thine own self be true,  
And it must follow, as the night the day,  
Thou canst not then be false to any man.

If, on the other hand, he chooses the path of least resistance and shuns the conflict, he may make no enemies, but if his conscience exists at all in any measurable degree he cannot shut out the words of Arnold Bennett: "Thus . . . ideals die, not in the conventional pageantry of honored death, but sordidly, ignobly, while one's head is turned. . . ."

### ***THIS IS HOW IT HAPPENED***

Perhaps you saw in the newspapers yesterday that a \$105,000 recreation budget for the city of Merion had been approved by the city council. What the papers did not point out was that just three years ago this budget was only \$48,536. The superintendent of recreation in a nearby city, whose budget had been reduced twelve per cent during a similar period, knew that these things did not occur by chance. He decided that an interview with the Merion superintendent might prove to be profitable.

"There is no secret key," said the Merion superintendent, "which once discovered unlocks the city treasury. In addition to what we believe is a good program and good leadership, here are a few things which have favorably influenced the people of this city toward the recreation department"

## ***Demonstrations***

We present a number of major events throughout the year which are of a demonstration nature. Included in these are the circus at the close of the summer playground season, the lantern parade, folk dance festival, and others. It is probable that the circus, for example, is not so important as some other phases of the program, but it is a major show window of the department and people often judge you by what is in the window. Of course eventually they'll find you out if your program isn't good, but a good program alone is not enough because thousands of people in this city seldom visit either the playgrounds or the community centers. They do read about the circus because the newspapers give it a great amount of space as does the radio, and many of them come to see it. The circus parade through the heart of town is witnessed by close to 20,000 people each year, and by the time the sound truck has toured the city there are not many persons who don't know about the circus. Even the theaters flash announcements on their screens.

## ***Public Talks***

I never fail to accept an opportunity to speak on recreation. Once a year we prepare a list of available speakers and the specific titles of their talks, and send this list with an explanatory letter to all service clubs, fraternal orders, religious and civic groups, and school and other community organizations. As a result, our group of speakers delivers a large number of talks each year, and the good will created is tremendously significant.

So important do we consider this aspect of our public relations program that we hold occasional meetings for the discussion of speech and program appearances in an attempt to increase our effectiveness. We also have prepared a number of Kodachrome slides of our activities which we use frequently to illustrate the talks.

## ***Membership in Civic Organizations***

We encourage members of our staff to belong to the service clubs and other civic organizations. People are inclined to look with favor

upon a department if they know and like someone who works in that department. Our people are in a position to influence favorably the thinking of these groups with reference to recreation. This is extremely important, since individual opinion is largely a group matter. As Hartley suggests, "Social attitudes, opinions on social issues, are primarily group products. The opinion of an individual is a function of his group affiliations."<sup>7</sup>

Then, too, we believe we have a worthwhile contribution to make to their organization.

### *Services to the Community*

Our picnic kit<sup>8</sup> and flying squadron<sup>9</sup> services probably make as many friends for the department as any other phases of our work. Especially do church, social, and civic organizations deeply appreciate it when we conduct for them a program of social recreation. If some organization wants to borrow a movie projector, we furnish the projector, usually with an operator. Whenever a local organization wants a parade conducted and requests our assistance, we conduct it. We made the front page of a local newspaper recently by lending chairs to the federal income tax collector. It has been our experience that when those we serve represent a cross-section of the entire population, such a service is a powerful medium for developing good public relations and possesses a tremendous potential of good will for the department as a whole.

### *Enlistment of Lay Leadership in Support of Recreation*

We have discovered that no matter how excellent our program, facilities, and equipment may be, nor how superior our leadership, there is not the slightest possibility of achieving our goals in this community without the support of lay leadership, backed by citizen organizations dedicated to the cause of recreation. Whenever a public institution through apathy, ignorance, or incompetence cuts itself off from the people and attempts to carry on solely, or even largely,

<sup>7</sup> Eugene L. Hartley, "The Social Psychology of Opinion," *Public Opinion Quarterly*, Winter 1950-51, p. 669

<sup>8</sup> See pages 293-294

<sup>9</sup> See pages 59-60

through its professional leadership that institution is in grave danger of early extinction. We learned some years ago of the dangers to which we were exposed when we had no continuing body of organized friends so we set out deliberately to secure public support through the development of continuing citizens groups, committees and councils devoted to the welfare of public recreation in this community.

Our experience indicates that one of the most effective ways to win friends for recreation is to give people an opportunity to participate actively in planning and operating various phases of the program. For example, our baseball, basketball, softball and volleyball leagues are all operated under commissions elected by the team managers. Several of the most influential citizens in the community serve on these commissions. They are deeply interested in the welfare of the recreation program in general and in their sport in particular. They do not look upon the leagues as belonging to a remote municipal department in which they have but a slight academic interest. They think of the leagues as *their* leagues; they express a kind of fierce paternal pride in the leagues' achievements and woe to the politician or anyone else who would destroy or cripple them in any manner.

Hundreds of other citizens have accepted responsibilities for certain aspects of the program and are serving on the recreation commission, community recreation council, several neighborhood councils and many playground and community center councils or committees. In addition, an equally large number are serving as officers or committee members of a number of sports clubs or associations such as the curling, rifle and horseshoe clubs and the badminton, bowling, golf, tennis and shuffleboard associations. Our theatre guild alone has more than one hundred very influential men and women devoting a great amount of time and energy to its promotion.

There are many other ways by which we interest leading citizens in recreation and relate them to the program. We invite them to serve as judges in all kinds of events—pet shows, hobby shows, aquatic carnivals, kite tournaments, music festivals and backyard playground contests. They present awards, crown queens and preside at meetings. Not only do we thank them verbally immediately after the event but we also send them a letter of thanks the next day. Many recipients have said to us that the goodwill impact of these personal notes is very great. Lincoln used to call this kind of activity "building fences."

We recognize the fundamental premise that the playgrounds and community centers do not belong to the recreation commission or to the leaders in our department but to the people, and that we are the servants of the people. The people seem to understand this, and as a result they accept their responsibilities to participate actively as lay leaders in furthering the development of the program. There is no question of their support for recreation. It is their program. They have a stake in it. Their roots are sunk deep in it. No one is going to take it away from them, for they are the people and in them is the source of our strength.

This is how it happened that our budget has more than doubled within the past three years.

### **PLANNING THE PUBLIC RELATIONS PROGRAM**

Many recreation officials plan in minute detail the conduct of various activities in their programs but leave to chance the vital matter of establishing a sound two-way partnership with the public. Careful planning is just as essential to the success of a program of public relations as it is to the success of a theatre guild or a softball tournament. Good public relations do not occur by chance.

#### ***The Goals***

One of the first steps in planning a public relations program is defining the goals to be sought. The primary purposes will include the following: (1) to inform the public about the work of the recreation department; (2) to establish confidence in the department; (3) to develop awareness of the importance of recreation in a democracy, (4) to gain support for proper maintenance of the recreation program, (5) to evaluate the work of the department in meeting the recreation needs of all the people in the community, and (6) to correct misunderstandings relating to the work of the department and the values which it seeks.<sup>10</sup>

<sup>10</sup> Adapted from J. M. Hickey, *The Direction of Public School Relations in Cities of the United States*, Doctor's Thesis, University of Pittsburgh, 1945, as reported in *Public Relations for America's Schools*, The American Association of School Administrators, 1950, p. 14

*Collecting and Analyzing the Facts*

Bright emphasizes "The basis of any sound public relations program is a serious and honest appraisal of facts—facts about your organization and its service facts about how much the public understands and how it feels. A public relations program undertaken without this appraisal no matter how exciting and satisfying it may seem while it is going on may in the end fail to have accomplished what was most needed."<sup>1</sup>

This step in planning is in harmony with the basic principle of administration that *policies and procedures should be based upon the systematic collection and use of facts*

Just as public recreation departments differ in administrative structure program personnel needs history community relationships and in many other respects so will the factual materials differ which they must collect to give intelligent guidance to their programs of public relations. The questions listed below therefore should be considered simply as samples which might be used in the collection of essential information

- 1 Do your various publics understand the values of recreation? Are they in sympathy with these values?
- 2 In what sections of the community or in what groups lie your greatest strength and support? Your greatest weakness and lack of support?
- 3 Do the people make full use of your services? If not why not?
- 4 Are there demands for services which you cannot meet or which you do not at present provide?
- 5 How well equipped are the people who work with you to interpret the philosophy of recreation to their friends and as a municipal department to tell what it does and how it operates and to answer criticisms and questions? The list of people who should be qualified to interpret the work of your department will include the members of your recreation commission staff (both professional and volunteer) members of councils committees commissions and others working in various capacities with the department. Even the children who attend your play

<sup>1</sup> Sallie E. Bright *Public Relations Programs—How to Plan Them* National Publicity Council 1950 p. 7



- grounds and community centers should know enough about values and operation to be ambassadors of good will.
6. Is the number of lay citizens working with the department as large as you want it?
  7. What are the various publics with which you should be most greatly concerned?
  8. What is the reaction of the people to the physical appearance of your playgrounds, community centers, athletic fields, and other facilities? To your leaders?
  9. What are your relations with other municipal departments? With the private agencies? With organized community groups, such as civic clubs, labor, school, church, and business? With the newspapers and radio stations?
  10. What forms have your public relations efforts taken over the last few years? What evidence do you possess of the effectiveness of these efforts?

Answers to the above questions may be secured by various methods. A comprehensive professional poll conducted by experts in this field is the best method, but most departments are unable to afford such professional research. Bright<sup>12</sup> suggests that a great amount of valuable information may be obtained from an analysis of correspondence files, complaints, criticisms, and suggestions. A check of recreation commission minutes may reveal the amount of discussion devoted to values and operations and disclose the need for better education of the commission members.

An analysis of attendance figures, provided these records are sufficiently detailed, will disclose a great deal about who is, and who is not, being served by the department. For example, if it is found that teen-age girls are not attending the playgrounds, leaders should go out into the neighborhood, talk to people, and find out why. Other facts are easily available. One has only to listen to people as they leave a community center to discover their reactions to the center and its leadership, or to city council members discussing the recreation budget to learn many of the department's strengths and weaknesses, or read the newspapers to learn the attitude of the press. One superintendent of recreation collected much valuable information by having a number of adult volunteers ask these questions in a casual manner of their friends and acquaintances:

<sup>12</sup> *Ibid.*, p. 11.

- 1 Do you think our recreation department is doing a good job or not? Why?
- 2 Do you participate in its program? Why?
- 3 Do you think the work of the department is important? Why?
- 4 What do you think the department should do that it is not now doing?

Information obtained through interviews of this nature often proves to be painful but is extremely valuable. Groups formerly counted as friendly to the department frequently are revealed as indifferent or actually hostile. On the other hand the department may find that it has many more friends than it had counted on. In either case knowledge has displaced ignorance and the factual basis exists for an intelligent approach to the problem of improving the program of public relations.

### *Identifying the Publics*

There is no such thing as one public. There are many publics and in any program of public relations for recreation it is important to identify those groups and types of people with whom it is most vital to establish friendly relationships based on mutual knowledge and respect. Brown suggests that the public relations program for recreation "must reach many different groups including governmental and public bodies, school authorities, church and religious organizations, civic organizations, social welfare agencies, fraternal orders, business and industry groups, labor organizations, women's organizations, nationality and racial groups, music, drama and art groups, neighborhood associations, social clubs, veterans organizations and many others."<sup>13</sup>

Recreation officials may find that in any one year their resources will permit a concentrated effort only in relation to two or three of these groups. They should then decide which ones are the most important to them and make their plans accordingly. This means that a considerable amount of information must be collected about the groups to be approached if the approach is to be an intelligent one.

If it is deemed advisable to make a concentrated effort to establish cordial relationships with the Parent Teacher Association, it might be very helpful to know the answers to these questions:

<sup>13</sup> R. E. Brown, Jr., "The Importance of Good Public Relations," *Recreation*, October, 1952, p. 228.

1. What are the objectives of the PTA?
2. How do the various units function in relationship to one another?
3. Is there a recreation chairman for each unit as well as a city-wide chairman?
4. What is the general attitude of the PTA members toward recreation?
5. What is the proportion of men to women in this organization?
6. How much do the members already know about recreation?
7. To what extent do the members participate in the recreation program?

When the answers to these questions are secured, the fallacy of giving the same speech to the PTA and the Kiwanis Club will be readily apparent. It should also be apparent that, in the field of public relations as in most areas of human endeavor, the selection of a specific target or goal is an essential first step in the achievement of results.

### *Selecting the Methods*

The methods selected by which you hope to build friendly relationships with a group should be those best suited to your particular purpose and your resources. Sometimes the direct approach through a talk before the club or an article in its bulletin will prove effective. But if several of the most influential club members are known to be hostile to your department, it may be best to determine the reasons for their hostility, collect facts to correct their misunderstandings, give these facts to other key figures in the club, and persuade them to undertake the task of changing the hostile attitudes.

The methods should include newspapers; radio, television; motion pictures, slides, displays and exhibits; demonstrations or dramatizations of specific program highlights, speeches, graphic and pictorial materials, such as photographs, charts, graphs, posters, and cartoons used in the press, exhibits, window displays, reports, bulletins, bulletin boards, and in mountings for use by speakers, meetings and conferences sponsored by the department of recreation and by others; informal contacts by commission members, staff and volunteers, letters and special messages to parents; magazines and house organs, informal visitation by parents and others, and the program and its participants

*Putting the Plan into Effect*

While it is true that everyone connected with the department of recreation has a public relations function to perform it is equally true that some one person must be given major responsibility for seeing to it that the program is carried out effectively. *Centralization of responsibility is an important aspect of good administration.*

In small towns and cities the superintendent will probably assume the direction of the public relations program or he may take over certain duties himself and assign others to a staff officer or committee. In larger cities a full time director of public relations may be employed to develop this important program. Regardless of the exact nature of the plan adopted, the existence of a well-designed and well-executed program of public relations for recreation is of far too vital importance to be left to chance. It is an imperative in recreation administration to give demanding high priority among the topmost functions of a department.

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## Laws and Liability

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**B**ASIC to any consideration of the administrative aspects of public recreation is an understanding of the legal structure upon which the entire design rests. It is not an easy task to present in simple terms that which is an extremely complex and confused subject.

It is complex because no two states have identical laws; because, since the state legislature's power is almost complete, it becomes impossible to enumerate all the individual powers of which it is possessed, because the legal authority for recreation, while stemming directly in most cases from the state legislature, may be vested in the municipality by implication or by state statutes; and because the laws cover a multitude of subjects, such as purchase, layout, improvement, and regulation of public grounds, parks and playgrounds, condemnation, employment of personnel, leasing the lands and buildings, establishment of fees and charges, acceptance of gifts of land, money, or other property, cooperation with other agencies, issuance of bonds, establishment of boards or commissions, use of school buildings, Sunday recreation, damage to property, racial restrictions, power to construct and operate swimming pools and athletic fields, raising funds and impounding of animals. (Actually the laws of one state even place restrictions upon the type of wire which may be used in the construction of fences enclosing public school playgrounds and make the "throwing of bombs or discharging machine guns upon or across public parks" a felony punishable by death, provided the acts are committed with intent to do bodily harm.)

It is confused because courts have become so enmeshed in the legal jungle surrounding the question of whether an act is governmental or

proprietary that "In the overwhelming majority of cases it is almost impossible to determine into which category a given case will fall until the courts have ruled"<sup>1</sup> because so many of the communities of this nation have derived only haphazard authority for the organization of recreation through the medium of the general welfare clause of the Federal constitution the preamble home rule powers police powers and park and playground authority and because home rule in many instances is home rule in name only for "There are so many ways of getting around home rule requirements that except in a very few states the whole home rule apparatus amounts to little more than a minor exception to the general rule that local governments derive their form as well as all their powers and duties from the state legislature"<sup>2</sup>

### **THE STRUCTURAL PATTERN OF PUBLIC RECREATION**

The structural pattern refers to the status of recreation administration at any given time with reference to (1) the legal authorization for the establishment of various agencies their operation and other aspects of recreation and (2) current practice in those phases of the program not covered specifically by law. It is seldom stable and generally lags behind never quite catching up with the needs of the time and place. It consists primarily of (1) the earlier laws many of which are outmoded (2) new legal features more nearly attuned to modern needs and expressed in legislative acts and judicial decisions and (3) practices for which no legal authorization yet exists but which eventually must be accepted or rejected by the public the law, or the courts.

Examples of the first type are to be discovered in many of the state enabling acts for recreation several of which are wholly inadequate. The second type is represented by such recent legislative enactments as the following:

1. Creation by the Texas legislature in 1949 of a Youth Development Council among whose personnel is a recreation consultant to work with communities and help develop recreation programs in the state institutions.

<sup>1</sup>Robert R. Hamilton and Paul R. Mort *The Law and Public Education* Foundation Press Inc. 1941 p. 263.

<sup>2</sup>Thomas Harrison Reed *Municipal Management* McGraw-Hill Book Company 1941 p. 98.

2. Establishment by the Kentucky legislature in 1952 of a Youth Authority in the Department of Welfare.

The third segment of the structural pattern is extralegal in nature and consists of attempts to meet modern problems as they arise regardless of the absence of permissive legislation. Experiments now progressing in certain states, dealing with the organization and operation of state recreation committees and the provision of insurance protection for injured sports participants, are cases in point, as are also some of the recreation relationships between municipalities and their suburbs.

### **THE AUTHORITY OF THE STATE**

MacCorkle points out: "In our system of government the control of local affairs has been left to the states, there being no reference in the Federal Constitution to local government. The city, therefore, is the creature of the state, subject to the will of the state in all things."<sup>3</sup> The same can be said for the public schools which also are creatures of the state and subject to any legal controls which the state sees fit to impose, "unless it is prohibited, specifically, from so doing by some provision of the constitution."<sup>4</sup>

Since the city is a legal creation of the state, it possesses no powers except those with which it is endowed by the state. Hence neither the city nor the school board may conduct recreation activities on a community basis, using tax funds for this purpose, except as empowered to do so by the state through constitutional, statutory, or charter provisions granted by the legislature.

As Farina puts it, "the authority for recreation has been vested in the municipality by implication or expressly by state statutes. The implied powers come through state police and home-rule powers and through the 'general welfare' clause in the Federal Constitution. Express or direct powers are enacted in the form of modern recreation enabling acts by state legislatures."<sup>5</sup> No matter what form this legal authori-

<sup>3</sup> Stuart A. MacCorkle, *American Municipal Government and Administration*, D. C. Heath and Company, 1948, p. 40

<sup>4</sup> Lee O. Garber, *The Yearbook of School Law 1951* Published by the author, 1951, p. 1.

<sup>5</sup> Albert M. Farina, *A Guide for the Establishment of State Recreation Legislation*, Doctor's Thesis, Columbia University, 1950, p. 189.

zation may take, it must be implemented by legislation on the local level before a community is permitted to furnish recreation services. Herein lies one of the basic differences between public education and recreation as viewed by the state: education is a state function as contrasted with a local function, and the local district as a creature of the state, is compelled to provide a program of public education; recreation, on the other hand, is primarily a function of local government, permitted by the state but with no element of compulsion present.

### *State Recreation Enabling Legislation*

The state enabling act provides in one package the necessary broad legal authorization for the political subdivisions in the state to conduct recreation programs in whatever manner they may deem most effective. It represents the total rather than the piecemeal approach to the problem of providing the legal bases for community action in the area of public recreation.

The first enabling act for recreation was passed by the New Jersey legislature in 1915. By 1952, 38 states had followed suit.

#### STATES WITH RECREATION ENABLING ACTS

Alabama	Maine	North Dakota
Arkansas	Maryland	Ohio
California	Massachusetts	Pennsylvania
Colorado	Michigan	Rhode Island
Connecticut	Minnesota	South Carolina
Florida	Mississippi	South Dakota
Georgia	Montana	Tennessee
Illinois	Nebraska	Utah
Indiana	New Hampshire	Vermont
Iowa	New Jersey	Virginia
Kansas	New Mexico	West Virginia
Kentucky	New York	Wisconsin
Louisiana	North Carolina	Wyoming

There is no magic in the words "enabling act" which automatically solves all of a state's problems with respect to legal authorization for recreation. An enabling act like most of man's creations may be either good or bad; more frequently it will possess both strengths and weak-



nesses None of the acts now in force is entirely satisfactory\* One of the best is the North Dakota act passed in 1947 Its section heading and major provisions briefly summarized follow

- 1 Definition Defines the term "governing body"
- 2 Municipality, school and park district may dedicate, set apart, acquire lease and maintain recreation centers Appropriation Provides legal authorization for the governing body of any municipality, park district, or school district to acquire and maintain for recreation purposes lands and buildings within or beyond the corporate limits and to make the necessary appropriations for their conduct, equipment, and maintenance
- 3 Providing and maintaining recreational facilities may be vested in an existing body Empowers the governing body of any municipality, school district, or park district to vest the power to conduct a program of recreation in any existing municipal body, in the school district, in the park district, or in a recreation board or commission Grants to the designated body the authority to operate and to employ personnel
- 4 Municipalities, school or park districts may provide and establish joint recreation centers and facilities Permits two or more municipalities school districts or park districts jointly to exercise the powers listed in Sections 2 and 3 above
- 5 Bonds may be issued providing for recreation purposes in the same manner as provided by law for the issuance of bonds for other purposes
- 6 Establish recreation board or commission, member of, terms vacancy compensation If it is determined that a recreation board or commission shall exercise authority over public recreation this section stipulates the number of members how they shall be selected, and length of service They are to serve without compensation
- 7 Governing body, board or commission may accept grants of real estate and money, or any gifts or bequests of money or other personal property or any donation either principal or income, for either temporary or permanent use for recreation purposes If acceptance of the grant will necessitate additional expense for improvement maintenance or removal the governing body must give its approval
- 8 Election to determine desirability of establishing recreation system How called Permits the governing body to submit to the electors the question of the establishment, maintenance and conduct of a public recreation system and the levying of an annual tax of not more than

\*For a discussion of the inadequacies of enabling legislation see John L. Hutchinson *Principles of Recreation*, A. S. Barnes and Company 1949 pp 108-109

two and five-tenths mills of each dollar of assessed valuation of all taxable property. Submission of this question by the governing body to the electors is mandatory upon receipt of a petition signed by not less than five percent of those citizens who voted at the last general election.

- 9 Favorable vote at election Procedure Specifies action to be taken in case of favorable vote Annual tax must be levied until repealed by the electors Permits the governing body to appropriate additional funds for recreation if needed Provides that if the municipality school district or park district may appropriate on its own initiative general tax funds for the operation of a public recreation system
- 10 Public recreation under this act deemed governmental subdivision function
- 11 Recreation centers or systems may be established as memorials
- 12 Emergency The act declared an emergency measure

### ***Important Features***

It is doubtful if man ever will possess the ability to anticipate with a high degree of accuracy the exact nature of the social changes that will take place within even a relatively short period of time For this reason if for no other enabling legislation may become outmoded and inadequate after a quarter century or less Some of the crippling effects imposed by the exigencies of the time factor may be avoided if the enabling act includes the following provisions

- 1 Authorization for the governing body to designate the particular agency within the political subdivision to serve as the managing authority for recreation
- 2 Inclusion of all units of the local government cities towns villages counties school districts or other state political subdivisions
- 3 Provision that these units may combine and cooperate in establishing administering and financing recreation programs
- 4 Acquisition of the physical properties essential to the conduct of recreation whether within or without the corporate limits of the political unit These will include lands buildings and other areas facilities or structures The methods of acquisition may be through grant gift bequest purchase donation condemnation or transfer
- 5 Appropriation and expenditure of general or special funds or both and issuance of bonds

- 6 Authorization to conduct a broad program of activities for all the people and employ the necessary qualified personnel
- 7 Designation of the manner of appointing members to any recreation board or commission, number of members, terms of office, and how vacancies are filled
- 8 Permission for the managing authority to use the facilities and areas of other city or county departments, including school and park districts, upon approval of these departments and districts The use of private property also should be permitted subject to approval by the owner
- 9 Permission to conduct local referenda and levy special taxes for recreation, such millage taxes to be in addition to the taxable limits of the political unit
- 10 Provision that the governing body may appropriate money from a general municipal fund to supplement the recreation fund when, in the judgment of the governing body, such action is deemed necessary and desirable
- 11 Clarification of the status of recreation as a governmental or proprietary function.
- 12 Permission to establish a tenure and retirement system, consistent with local ordinances
- 13 Authorization for cooperation between local agencies and federal and state authorities<sup>7</sup>

### **LOCAL RECREATION LEGISLATION**

Two types of legislation are necessary before a community may establish a recreation program First, legislation by the state in the form of constitutional, statutory, or charter provisions must clear the way for local legislation Second, this local legislation will be in the form of an ordinance passed by the city council except in those cities where home-rule powers are exercised In these cities an amendment to the city charter is necessitated Since but nineteen states have adopted the principle of home rule,<sup>8</sup> and in many of these the powers of the cities have been whittled away by the legislature,<sup>9</sup> we shall concern ourselves at this point only with the nature of the local ordinance for recreation

<sup>7</sup> Adapted by permission from *Introduction to Community Recreation*, by George D Butler Copyright, 1940 McGraw Hill Book Company Inc, p 420 and Farina *op cit*, pp 306-311

<sup>8</sup> MacCorkle *op cit*, p 44

<sup>9</sup> Reed *op cit*, p 99

In those states where an enabling act for recreation exists the local ordinance must conform in all respects to the provisions of this act. It must be remembered that the municipality possesses only those powers granted to it by the state. Within the confines of this specific limitation local legislation should be as broad and inclusive as possible. The following suggested ordinance is recommended by the National Recreation Association.

A SUGGESTED ORDINANCE CREATING A PUBLIC RECREATION  
COMMISSION PRESCRIBING TERMS OF MEMBERS  
ORGANIZATION POWERS AND DUTIES

Be It Ordained by  
of the City of

1 Under the provisions of Article \_\_\_\_\_ of the General Municipal Law there is hereby established a RECREATION COMMISSION. This Commission shall be appointed by the Mayor and shall consist of five (5) persons serving without pay. \* The term of office shall be for five (5) years or until their successors are appointed and qualified except that the members of such Commission first appointed shall be appointed for such terms that the term of one member shall expire annually thereafter. Vacancies in such Commission occurring otherwise than by expiration of term shall be filled by the Mayor for the unexpired term.

2 Immediately after their appointment they shall meet and organize by electing one of their members Chairman and such other officers as may be necessary. The Commission shall have the power to adopt Bylaws, Rules and Regulations for the proper conduct of public recreation for the city.

3 The RECREATION COMMISSION shall provide conduct and supervise public playgrounds, playfields, indoor recreation centers and other recreation areas and facilities owned or controlled by the City (or Town or Village). It shall have the power to conduct any form of recreation or cultural activity that will employ the leisure time of the people in a constructive and wholesome manner. It may conduct such activities on properties under its own control on public properties with the consent of the authorities thereof and on private properties with the consent of the owners.

4 The RECREATION COMMISSION shall have the power to appoint or designate

\* It is desirable that one member of the Recreation Commission be a member of the School Board and one a member of the Park Board or Commission if there be one. Ohio law requires that two of five recreation board members be members of the board of education.

constitutes negligence<sup>15</sup> For instance, if a playground leader is walking along a river adjacent to his playground and sees an adult drowning, even though he could have saved the person's life at no risk of his own he is not negligent for failing to do so because no such duty is imposed upon him by law However, if he sees a six year old child climbing up on top of the playground shelter house, when he has a duty imposed upon him by law to supervise play activities in such a manner as to prevent participation by immature children in highly hazardous activities of this nature, he cannot depend upon the presumption that the child will do what is necessary to avoid the danger He is negligent if he does not consider the fact that the patron is a child, and regulate his conduct to eliminate the danger to the child<sup>16</sup>

The key to an understanding of negligence lies in the answer to the question of whether a reasonably prudent and careful person would have anticipated danger under the specific circumstances If the answer is yes, then it is negligent not to take adequate safety measures to eliminate or control the hazards which exist Liability does not exist as an essential part of every accident that occurs in recreation Many accidents are inherent in the nature of the activities, the only way to avoid all of them is to eliminate the activities All accidents cannot readily be avoided, nor can they be anticipated It is the presence of this element of foreseeability that constitutes the key to negligence If a playground leader permits a child to be the catcher in a game of softball but does not require him to wear a mask and the child is injured because of his failure to wear a mask, it is possible that the leader may be liable for negligent conduct The jury asks, "Should a reasonably prudent man have foreseen that an accident was likely to happen to this child in this particular situation?" If the answer is "Yes," but the leader did nothing to provide for the child that measure of protection which the ordinary prudent person would have provided, he is negligent for his failure to so act

#### THE CIRCUMSTANCES INVOLVED

The actions of an individual may be reasonably prudent under one set of circumstances while the same conduct under a different set of circumstances may be termed negligent When an adult starts a fire to

<sup>15</sup> Harry N. Rosenfield *Liability for School Accidents* Harper & Brothers, 1940, p. 4

<sup>16</sup> *Holmes v. Missouri Pac. Ry. Co.* (1907) 105 S.W. 624 207 Mo. 149

burn rubbish in a location where children seldom or never are found, ordinary prudence does not require that he guard the fire against the possibility of their appearance. But if he builds it where he knows children are likely to play about it is his duty to guard the fire and prevent the possibility of injury to them."

The duties of a leader differ considerably from the duties of a supervisor or a superintendent of recreation. Since one's duties and responsibilities determine in great measure the nature of one's obligations, it logically follows that as these duties and responsibilities become more extensive one's obligations also are increased. The responsibilities of an administrator exceed those of a leader in many respects. Obviously interpretations of negligence with respect to a leader will require a lesser degree of general supervision than would be required of a supervisor or a superintendent.

### *Governmental and Proprietary Functions*

The subject of a city's liability in tort, a legal wrong, is extremely broad and can be treated only briefly here. Whether a city is liable in a given case depends largely upon the type of activity in which it was engaged when the accident occurred. In general, it may be said that when acting in a governmental capacity the city is not liable but when acting in a proprietary character it is subject to the same liability as a private corporation. However, there are many exceptions to this general rule.

The difference between governmental and proprietary functions is pointed out by Dyer: "Governments engage in two principal types of activity—governmental and proprietary. Under the head of the former may be listed such functions as crime prevention, preservation of public health, fire prevention, care of the poor and public education. Proprietary functions may be described as those of a private or business nature. Municipalities operating gas or water departments and selling such service to the public are engaged in a proprietary function."<sup>17</sup>

The question of vital importance to us, therefore, is whether the conduct of recreation is classified as a governmental or proprietary function. The answer is by no means a clear one, as courts have disagreed in classifying recreation activities for purposes of determining

<sup>17</sup> Lombardi v. Wallad (1923) 120 A 291 98 Conn 510 Connecticut

<sup>18</sup> Donald B. Dyer and J. C. L. Chtig, *Liability in Public Recreation*, C. C. Nelson Publishing Company 1949 p. 10

liability in tort. As MacCorkle puts it, "While the decisions have been sharply divided, a majority of the courts favor immunity. This is not only true of parks proper, but of such recreational facilities as bathing beaches, swimming pools, hockey rinks, and the like. However, if the charge for the operation of such activities is large enough, it is quite possible that immunity is lost."<sup>19</sup> However, the collection of incidental fees or charges for the purpose of defraying a portion of the expenses, rather than the making of a profit, probably does not change the nature of the function from governmental to proprietary.

Dyer cautiously divides the states into the following groups:

States where there appears to be no corporate liability because non-profit making park and recreation services are considered a governmental function by the courts or by action of the state legislature:

Alabama	Maryland	Ohio
California	Massachusetts	Oregon
Connecticut	Michigan	Rhode Island
Georgia	Minnesota	South Carolina
Illinois	Nebraska	Tennessee
Iowa	New Hampshire	Utah
Kansas	New Jersey	Washington
Kentucky	North Carolina	Wisconsin
Louisiana	North Dakota	

States where there appears to be corporate liability because park and recreation services are considered a proprietary function by the courts or by action of the state legislature:

Colorado	Missouri	Texas
Florida	New York	Virginia
Idaho	Oklahoma	West Virginia
Indiana	Pennsylvania	Wyoming
Mississippi	South Dakota	

States where sufficient evidence has not been found to attempt a classification:

Arizona	Montana
Arkansas	Nevada
Delaware	New Mexico
Maine	Vermont <sup>20</sup>

<sup>19</sup> MacCorkle, *op cit*, p. 82.

<sup>20</sup> Dyer and Lichtug, *op cit*, pp. 13-14.

One case from each of the first two groups of states will serve to illustrate the opposing concepts of law

#### RECREATION A GOVERNMENTAL FUNCTION

The defendant city was the owner of an amusement park in which it maintained a swimming pool for use of which bathers were charged an admission fee In the pool defendant maintained a slide for the use of bathers The slide was constructed of sheets of metal which overlapped and the metal had through continued use cracked so that an opening therein was created whenever the weight of a body passed down the slide It was charged that the defendant had actual and constructive notice of the dangerous condition of the slide for a period of more than two weeks prior to the plaintiff's injury In descending the slide plaintiff's hand became lodged in the opening in the metal set out above and the little finger of his right hand was jerked and torn off

It was held that the city was not liable<sup>21</sup>

#### RECREATION A PROPRIETARY OR MINISTERIAL FUNCTION

An action to recover five thousand dollars alleged to be due the plaintiff for injuries sustained when her left hand struck a barbed wire fence while bathing in Shields Lake owned and operated by the city of Richmond

The question is whether or not the municipality is liable for negligence in the maintenance of a bathing resort or for negligence in erecting an unsafe and dangerous instrumentality at a place designated for the use of bathers and swimmers?

The majority holding of the court was "That the operation of a swimming and bathing pool by a municipality under the provisions of its charter or the general law is a ministerial act and that where a wrongful act causing injury is committed by the servants of a municipality in the performance of a purely ministerial act the municipal corporation is liable as any other private corporation even though it does not derive any pecuniary advantage from such activity"<sup>22</sup>

#### SAFE PLACE STATUTES

In a number of states where public recreation is considered a governmental function legislatures have imposed liability upon municipal

<sup>21</sup> *Reid v City of Atlanta* Georgia 39 Ga App 519 147 S E 789 (1929) as reported by Dyer and *Lect g op cit* pp. 15 16

<sup>22</sup> *Hoggard v City of Richmond* Virginia 200 S E 610 (1939) as reported by *ibid* p 24



ties by state statute for their failure to provide safe conditions on properties under their jurisdiction. California, Washington, Oregon, and Wisconsin have enacted safe place statutes or have construed other statutes to mean the same.

*These statutes go considerably beyond the construction, maintenance, and repair of buildings and grounds. They necessitate the provision of safe conditions with respect to backstops of ball diamonds, equipment, apparatus, marking of football fields, oiling of floors, lighting of stairways, and arrangement of lockers.*

The safe place statutes are but one indication of a growing dissatisfaction with all forms of governmental immunity from tort liability. There seem to be no valid reasons that the state or any of its political subdivisions should be permitted to injure or possibly destroy negligently one of its citizens through no fault of his own, and then escape financial responsibility in the matter. Under the law of eminent domain the individual must be compensated if his property is damaged or condemned for public use, but the law in most states allows no compensation for personal damage.<sup>23</sup> A democracy which prides itself upon the fact that the state exists for the individual, not the individual for the state, must, it seems, eventually reach the conclusion that no social philosophy is just or sound which places upon the individual citizen the entire financial burden resulting from a defective, negligent, inept, or erroneous administration of governmental functions.

### ***SPECIFIC PROBLEMS OF RECREATION ADMINISTRATION***

A number of perplexing problems confront recreation personnel who seek to operate a department in accord with sound legal principles.

#### ***Supervision***

One of these problems relates to the degree and character of supervision required if liability is to be avoided. How many leaders must

<sup>23</sup> For detailed and excellent presentations condemning governmental immunity from liability for tort in both school and recreation accidents see Hamilton and Mort, *op cit*, pp 262-263, and Harry N. Rosenfield, *Governmental Immunity from Liability for Tort in School Accidents*, reprinted from *Legal Notes on Local Government*, 1940, pp 23-24.

supervision within a building as being in the "general vicinity" of the playground? If not who may be held liable? The leaders? The superintendent of recreation for his failure to establish a policy providing for at least one leader always to be on the grounds? The municipality? Or a combination of these?

No one can say, but recreation administrators would do well to state as clearly as possible in writing their policies and regulations relating to the safety problem in all its varied aspects, distribute copies to all personnel, discuss with them carefully how these should be put into effect and then check constantly to see that they are enforced. Failure to put a regulation in writing was a major factor influencing the decision of one court against a municipality.<sup>25</sup>

What standard does the law establish with respect to the character of the leadership? Both leaders and supervisors must be competent individuals possessing the qualities abilities and good judgment essential to the proper discharge of their responsibilities. Many recreation departments conduct a program of interplayground athletics for young boys and girls but do not permit a playground leader to accompany the teams. A volunteer leader is given this responsibility. Such a practice is an invitation to suit if an accident occurs, provided its occurrence can be traced directly to the incompetency of the volunteer.<sup>26</sup>

### *Field Trips*

Leaders are liable for their own negligence on field trips just as they are in any other phase of the recreation program. That such liability exists, however, is no reason field trips should be discontinued as they are a valuable means of enriching the program and should be encouraged. However, they should be well planned and conducted with due regard to the safety of the participants. It is well to have the recreation board approve field trips as an integral part of the recreation program. This should absolve leaders and administrators of any negligence inherent in the act itself of taking the child on a field trip. Parental consent slips should be filed with the leader by all children going on the trip. Such a permission slip shows that the parents had

<sup>25</sup> *Heiden v City of Milwaukee Wisconsin*, 275 N.W. 922 (1937)

<sup>26</sup> *Garber v Central School District*, 251 App. Div. 214 295 N.Y. Supp. 850 (1937)

knowledge of the activity and were willing their child should participate. However, the permission does not excuse actionable negligence.

### *Errands*

If a child is injured while participating in a softball game or while playing on apparatus, no liability can be attached unless someone in charge has been negligent. These activities are a definite part of the recreation program. Under no circumstances though can the practice of sending children on errands away from the area or facility under supervision be considered a part of the recreation program. Therefore the leader who uses children to run errands or act as messengers runs the risk of liability for any injury that may occur to the child, except, possibly, in situations where actual emergencies arise.<sup>27</sup>

### *Transportation*

The transportation of children to participate in varied phases of the program is a problem which constantly harasses departments of recreation. How shall the travel of interplayground athletic teams be handled? How shall children be transported on field trips? Milwaukee forbids leaders to use their cars in the transportation of children and stipulates that special transportation for field trips should be arranged for by the central office through the district supervisor. This transportation must be by common carrier bus or street car and in either case each child pays for his own transportation. Playground teams are not transported from one playground to another, team members walk to the neighboring playground. Other cities frequently use common carriers for this purpose with the children under supervision of a playground leader and paying their own fares.

If recreation personnel use or permit their cars to be used to transport participants, they are liable for injuries sustained by these participants or for injury and damage to other persons and property provided the injuries and damage resulted directly from the negligence of the driver. *Rosenfield* emphasizes that "the loan of the car does not divest the owner of liability, especially in those states which have passed statutes making the owner liable for accidents resulting from operation of a

<sup>27</sup> *Rosenfield op cit* pp 93-94

car, no matter who is the driver at the time of the accident."<sup>23</sup> The municipality and school district are not liable, even in those states where recreation is considered a proprietary function or where governmental immunity has been abrogated by legislation, unless it is "proved that they exercise actual or potential control over the automobile at the time and place of the act stated in the complaint."<sup>24</sup>

In view of the hazards involved for all concerned, a policy of transporting participants by common carrier or school bus should be adopted and the use of private cars for this purpose denied. A machine that has killed more than one million Americans and injured approximately thirty million others at a cost of many billions of dollars is not one with which recreation leaders should take unnecessary chances.

### *Liability Insurance*

If a department, fully aware of the hazards, decides to permit its leaders to use their cars to transport participants, the car owners should be required by the department to carry public liability and property damage insurance in at least the following amounts: bodily injury, \$50,000-\$100,000; property damage, \$5,000; medical payments per person \$5,000. All recreation personnel who use their private cars in any phase of their work should be required to carry this insurance. The city as well as the car owner should be named as insured in those states where the possibility of suit against the city exists.

Another form of liability insurance is that which protects the individual leader, supervisor, and administrator against suits based upon actionable negligence occurring in the discharge of their normal responsibilities. The cost of such a policy in northern Florida in 1952 was only \$6.42 a year for protection in the amount of \$100,000 for one injury and \$300,000 for a single accident which simultaneously produces injuries to more than one person. To say that suit is less likely to be brought against a leader who has no liability insurance than against one who has may be quite true, but it is no solace to the former if the ever present possibility of suit should materialize.

In those states where the municipality may be held liable for injuries to participants in recreation, should a comprehensive general liability

<sup>23</sup> *Ibid.*, p. 80.

<sup>24</sup> Dyer and Lichtig, *op. cit.*, pp. 90-91

policy be purchased by the city? Many cities do carry this insurance but the financial wisdom of its purchase is debatable. Rosenfield states "In a recent study made by the business manager of the board of education of Glendale, California, a survey was made of the Los Angeles experience over a sixteen year period ending in 1936 and the conclusion was reached that if the Los Angeles School District decided to carry public liability and property damage insurance the premium for one year would be three times greater than the total loss experienced over a period of 16 years or an expenditure of \$1,120,000 for \$27,000 worth of protection."<sup>30</sup> And California is a state where the school district is liable for all injuries arising through negligence of the district, its officers or employees.

A much smaller city (of approximately 30,000 population) in 1952 paid \$21,356.22 for its policy with limits of \$75,000 for any one accident involving but one person, \$300,000 if the accident involved more than one, and \$10,000 property damage. Although there is no such thing as a completely comprehensive form,<sup>31</sup> the policy protected the city in nearly all aspects of its operation, not just in recreation alone.

At least two alternatives to the purchase of liability insurance have been proposed. These proposals are (1) the operation by large cities of self insurance plans, and (2) establishment of a state fund through contributions from municipalities and the state. To insure or not is a problem which good municipal administration must determine for itself after a careful study of all available facts.

### *Releases and Waivers*

Many recreation departments have adopted a policy requiring the signature of parents to a waiver or release form before permitting minors to participate in certain fairly hazardous activities. Long Beach also requires that a waiver be signed before a minor is permitted to participate in any activity away from his regular playground or community center. Such a policy is sound because it does reduce somewhat the degree of liability. Then too good administration keeps parents informed of the activities in which their children are engaging and

<sup>30</sup> *Ibid.* p. 134.

<sup>31</sup> C. A. Kulp, *Casualty Insurance*, The Ronald Press Company, 1942, p. 241.

does not expose these children to the more hazardous activities or situations without the knowledge and consent of the parents

It is important, however, to understand the limited protection against suit afforded by the waiver form. When a parent sues in a case in

## RECREATION COMMISSION • CITY OF LONG BEACH

### WAIVER FORM

Long Beach California \_\_\_\_\_, 19\_\_\_\_

We \_\_\_\_\_  
the parents, or guardians, of \_\_\_\_\_  
hereby permit \_\_\_\_\_ to participate in  
\_\_\_\_\_ an activity sponsored by the  
Recreation Commission of the City of Long Beach.

For and in consideration of the Recreation Commission of the City of Long Beach furnishing the transportation or sponsoring the above-described activity without charge to us, we agree to and do hereby release and forever discharge the City of Long Beach, the Recreation Commission thereof and its officers, agents or employees from and against any and all liability demands or claims for loss or damage resulting from or in any manner arising out of any injury or damage which may be sustained by said \_\_\_\_\_

\_\_\_\_\_ on account of his participation in \_\_\_\_\_  
or transportation in connection therewith.

Signed this \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_

\_\_\_\_\_  
Signature of Parent or Guardian

\_\_\_\_\_  
Address

\_\_\_\_\_  
Signature of Parent or Guardian

\_\_\_\_\_  
Address

### FORM 21 Waiver Form

volving injury to his child there are actually two suits in one, he sues in his own right to recover for medical expenses and loss of the child's services and he sues on behalf of the child. All the parent can waive is his right to sue on his own behalf to recover the medical and other expenses, and loss of the child's services which he as a parent normally must assume. Neither the parent nor the child can sign away the child's right to suit for personal injury.

### First Aid

Is a recreation leader legally required to render first aid? No cases can be cited here in which courts have held specifically that first aid is a responsibility of recreation leadership but a few court opinions in

school cases have implied that teachers have a duty to render first aid<sup>32</sup> They also have a duty to render nothing more than first aid This means they must give emergency care only, for if they attempt medical treatment they may be subject to a charge of negligence<sup>33</sup>

It appears reasonable to assume therefore that recreation leaders are legally required to render first aid The logical corollary to this assumption is that administrators must see to it that a first aid trained person and adequate first aid supplies are available at all times whenever the department conducts activities in which participants may be injured

An intelligent concern on the part of recreation personnel with respect to the problem of legal liability is desirable A vigorous well conceived and unrelenting effort to protect the participant from injury is both a moral and a legal responsibility A healthy respect for the law is a wholesome thing But fear is a different matter Fear of liability may so constrict the thinking of the recreation leaders of a community as to bring about elimination from the program of many of its most valuable activities A life that is completely safe at all times would be a very dull one The challenge of liability to the recreation worker of America is not to eliminate all hazardous activities but is to conduct those considered worthwhile in such a manner that the values therein may be realized while at the same time the dangers are overcome It is this task to which we set ourselves in the following chapter

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- 3 Hutchinson John L *Principles of Recreation* New York A S Barnes and Company, 1949
- 4 MacCorkle, Stuart A *American Municipal Government and Administration* Boston D C Heath and Company 1948

<sup>32</sup> Jarrett v Goodall 113 W Va 478 168 SE 763 (1933) Ogando v Carquinez Grammar School District 24 Cal App (2) 567 75 Pac. (2) 611 (1938) as reported by Rosenfeld *op cit* pp 82-83

<sup>33</sup> NEA Research Division *Who Is Liable for Pupil Injuries?* National Education Association of the United States 1950 p 25

- 5 Meyer, Harold D., and Brightbill, Charles K., *Community Recreation*, Boston, D. C. Heath and Company, 1948.
6. NEA Research Division, *Who Is Liable for Pupil Injuries?* Washington, D.C., National Education Association of the United States, 1950.
7. Reed, Thomas Harrison, *Municipal Management*, New York, McGraw-Hill Book Company, 1941.
8. Rosenfield, Harry N., *Liability for School Accidents*, New York, Harper & Brothers, 1940.



## Safety in Recreation

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MANY recreation activities are hazardous and in part owe their popularity to this characteristic for man loves the thrill and excitement of danger. The appeal of the swings slides climbing structure of football baseball ice hockey aquatics hunting fishing camping and of many similar activities is compounded of a number of elements not the least of which is the danger involved whether it be real or fancied. Remove entirely the dangers inherent in certain activities and they will lose much of their appeal and value. Especially is this true in the case of adolescent boys to whom in the words of Pindar "deeds of no risk are honourless."

We are not concerned therefore with the elimination of all hazards from recreation for this would devitalize many of our most valuable activities and render them unpalatable to adventure-loving Americans. Nor is it the purpose of this chapter to propose feeding the recreation leaders of this nation on the pabulum of "safety first" a concept which must be rejected as an element in any acceptable point of view with respect to safety in recreation because it is both untrue and inadequate. In the words of Whitney "It is not true that safety is the prime object in life. We do not need more than a casual knowledge of either history or the human heart to realize that the passion for a first hand experience of life with all its freshness and poignancy and danger is the driving force in the world and when this is gone life will have lost not only its flavor but its spiritual significance as well."<sup>1</sup>

<sup>1</sup> Albert W. Whitney *The Inner Meaning of the Safety Movement Particularly in Relation to the Problem of Education* National Safety Council, Inc. 1923 p. 2.

There are some excellent reasons, nevertheless, why recreation personnel should be concerned with the accident problem as it relates to their area of work and do all in their power to help solve it:

1. Many recreation activities are hazardous.
2. Recreation workers have both a moral and a legal responsibility to safeguard the lives of participants under their jurisdiction.
3. A large proportion of the accidents occurring to recreation participants is due not to hazards, which are a part of the activities, but to extraneous factors such as improper equipment and leadership, which can and should be eliminated.
4. Even in those cases where the hazards are an inherent part of the activity, there is no special virtue in being injured. The appeal of the activity may lie partially in the hazards involved, but the satisfactions are greater when the participant faces the danger and proves himself the master, rather than the victim of it.
5. A few serious injuries may force elimination or curtailment of valuable aspects of the program and bring down upon the department a great volume of public criticism.
6. The financial burden imposed upon a municipality when judgments are awarded for the negligent conduct of activities may be a heavy one.

### **ACCIDENTS DON'T HAPPEN**

If an attack upon the accident problem in recreation is to be successful, those involved in it must understand the nature of an accident. They must realize that all accidents have causes and that no accident occurs by chance. Accidents don't happen, they are caused. There are no "accidental" accidents. An accident is simply evidence of a lack of control over oneself or one's environment, or both. Someone made a mistake. Every time a boy is injured in a game some error has been made. Perhaps the equipment is at fault, the instruction inadequate, the grounds unsafe, or the boy lacks skill, or the officiating is poor, or the opponent plays unfairly. Just as there can be no disease without a specific cause, although that cause may be as yet unknown, so can there be no accident without a specific cause or causes. To say that "accidents will happen" and there is nothing we can do about them

is as unscientific as to say that smallpox will happen and we can take no preventive measures. To eliminate the hazards natural to an activity would remove much of the fun of participating and would minimize the opportunities for recreation and education through it. However, a recreation department which does not adequately protect its participants from injury is derelict in its responsibility to the participants and the public which it serves.

### THE NEED FOR SAFETY IN RECREATION

Very few comprehensive studies of accidents occurring to participants under the jurisdiction of recreation departments have been conducted and the results published. Nothing comparable to the work of Lloyd<sup>2</sup> in physical education, Eastwood<sup>3</sup> in college athletics and Seaton<sup>4</sup> in sports is available although there is great need for such research. A number of studies have been made which shed some light upon the scope and nature of certain aspects of the recreation accident problem although they cover school situations rather than the strictly recreational. General conclusions drawn from these studies indicate that

- 1 The junior high school age is the most hazardous
- 2 More accidents occur in the gymnasium than in any other indoor facility
- 3 Thirty six percent of all accidents involving elementary school children occur on the playgrounds
- 4 About 43 percent of all accidents occur in play or physical education
- 5 Falls lead all other types of accidents with 24 percent of the total. Also high on the list are (1) collisions with other players (2) being struck by play equipment or supplies (3) running or jumping and sprained ankle, and (4) collision with fixed objects
- 6 Approximately one of every three accidents is caused partially or entirely by someone other than the injured person<sup>5</sup>

<sup>2</sup> Frank S. Lloyd, *Safety in Physical Education in Secondary Schools*, National Bureau of Casualty and Surety Underwriters, 1933.

<sup>3</sup> Floyd R. Eastwood, *Safety in College Athletics*, unpublished Doctor's Thesis, New York University, 1936.

<sup>4</sup> Don Cash Seaton, *Safety in Sports*, Prentice Hall Inc., 1918.

<sup>5</sup> Items 1-6 from Howard G. Danford, "Attacking the Child Accident Problem," *The American School Board Journal*, The Bruce Publishing Company, March 1946, p. 39.

7. Approximately twice as many boys are injured as girls.
8. The most frequently occurring injuries are bruises, sprains and strains, and cuts
9. Localities on the school ground having the greatest frequency of accidents are the football field, baseball diamond, and play spaces for low organized games.
10. Factors such as glass, wire, bushes, and rocks on children's play spaces are an important cause of accidents.
11. Falls occur frequently as a result of uneven ground.
12. Of 50,375 pupils in grades 1 through 11, 3,431 are injured during one school year in a total of 4,116 accidents. Almost half of these accidents occur in play and recreation.<sup>6</sup>
13. Slightly more than half of the injuries to elementary and junior high school children in all areas of activity involve the face, hand, and lower leg between the knee and ankle.<sup>7</sup>

The extremely small number of studies of accidents occurring in municipal recreation programs is an indication of both a need and a neglect. No reputable physician will attempt to prescribe for a patient until he has made a diagnosis. Recreation authorities cannot make an intelligent attack upon their accident problems until they too have made a diagnosis, and this means a detailed analysis of the accidents which occur in their programs. If many such studies have been made they have been conducted with a high degree of secrecy and the results withheld from the profession.

Wargo's study of accidents on Pittsburgh playgrounds disclosed that swings were the highest contributors to the accident toll, that, within this type of accident, children of three to seven years of age were most frequently injured when struck as they walked in the path of swings; and that more boys than girls were involved in accidents.<sup>8</sup>

Frank made a study of playground accidents on the Los Angeles playgrounds during the years 1947 and 1948 which is probably one of the most comprehensive and detailed studies of its kind in existence. For purposes of the study, an accident was defined as an injury requir-

<sup>6</sup> Items 7-12 from Jeanie M. Pinckney, *An Accident Study of Texas School Children*, Bureau of Nutrition and Health Education, The University of Texas, 1936.

<sup>7</sup> Hubert E. Brown, *A Study of Safety in the Elementary and Junior High Schools of New York City*, Doctor's Thesis, New York University, 1938, p. 110.

<sup>8</sup> Michael E. Wargo, "A Study of Play Accidents in Pittsburgh," *Recreation*, April, 1938, p. 8.

ing medical attention. Among the more important findings of the study are the following.

1. There were 604 reported accidents and a total attendance of 29,161,059
2. Falls led all other types of accidents with 13.1 percent of the total
3. Softball, baseball, and football, both touch and tackle, led all other activities in the production of accidents with 53.45 percent of the total. Apparatus play was fourth with 9.95 percent
4. The most common types of injuries were lacerations—45 percent, fractures—26 percent, contusions—12.1 percent, and sprains and strains—9.62 percent
5. Injuries to the head, face, and limbs constituted almost 95 percent of the total injuries
6. Most of the accidents occurred in age groups 6 to 10, 11 to 15, and 26 and over
7. Five hundred twenty-four males were injured and 80 females
8. Softball accidents occurred most frequently as a result of sliding, catching a ball, colliding with another player, and falling; baseball accidents occurred as a result of being hit by pitched ball, sliding, catching a ball, and colliding with another player
9. One half of all apparatus accidents occurred on the rings and slide, followed by the parallel bars, horizontal bar, swings and jungle gym. The rings alone were responsible for one third of all apparatus accidents. "Lost Grip" was given as the cause of 55 percent of all apparatus accidents. Most of the injuries were fractures of the arm and shoulders, thus indicating the seriousness of injuries on apparatus
10. The accident rate on swings was very low, primarily because the city had replaced the old wooden seat with leather seats
11. Only two accidents were attributable to defective apparatus. This excellent record was due chiefly to the purchase of good equipment and its proper maintenance
12. Among the unauthorized activities resulting in accidents were horse-

\* Accident statistics, designed to show relative degrees of hazard, should be accepted with caution unless based upon degree of exposure. For example, more than three times as many people are injured in their homes as on the highways; but this does not mean that the home is more dangerous than the highway. To determine the relative hazard of the highway and the home would necessitate calculations based upon the total number of clock-hour exposures of all the people involved in each of these two situations. It cannot be said with any degree of accuracy, therefore, that any one piece of apparatus or any activity is more hazardous than another unless the accident rate is determined on the basis of total usage, i.e., clock hours of exposure.

play, bringing dogs on the grounds, climbing fences, bicycle riding, throwing stones and other objects, and climbing trees.<sup>10</sup>

The two studies briefly summarized above are quite limited in nature. They provide no information on the accident experience of recreation departments with respect to swimming pools, beaches, gymnasiums, locker and shower rooms, and many other facilities and activities. They do give some indication, however, of the scope and nature of the accident problem, as it relates to the conduct of playgrounds, and clearly point to the need for a comprehensive program of safety in recreation.

Figures released by the National Safety Council show 6,500 deaths by drowning in 1951, a type of accidental death exceeded only by motor vehicle and falls. Of this number approximately 3,300 drownings were of persons swimming or playing in the water; the remainder were nonrecreational in nature.

### CAUSES OF ACCIDENTS

Medical science has progressed largely in direct relationship to its ability to isolate causes and discover specific remedies. Before the days of Pasteur little progress had been made in the control of tuberculosis, cholera, diphtheria, tetanus, and many other diseases spread by infection, because their causes were unknown. Safety education is in about the same position today as medicine was before Pasteur. The cloud of uncertainty that hangs over the accident problem, obscuring its basic causes and retarding progress toward its solution, will be dispelled only after an intensive program of research has discovered the answers to numerous questions which at present remain unanswered. The causes of one accident now, as ascribed by different persons, may range all the way from "carelessness," which is no cause at all, to a psychological condition involving rebellion, resentment, a guilt complex, and an unconsciously provoked accident and injury as a form of atonement for the rebellion.<sup>11</sup> To say that speeding, for example, is the cause of an automobile accident is about equivalent to saying that a high temperature is the cause of diphtheria. The really basic cause or

<sup>10</sup> Melvin D. Frank, *Accidents in the Los Angeles City Playgrounds 1947-48* Master's Thesis, Leland Stanford Junior University, 1949.

<sup>11</sup> Franz Alexander, *Psychosomatic Medicine*, W. W. Norton and Company, 1950, pp. 214-215.

causes of the accident be deeper than the outward manifestation of human error known as "speeding." We need to know what caused the error, and the cause may be a deep-seated psychological one.

Among the leading causes of accidents as they are generally listed today are the following:

- 1 Unsafe condition of buildings and grounds. These unsafe conditions may include hazards due to failure to select a safe site, improper layout, inadequate space, insufficient lighting, and improper surfacing.
- 2 Unsafe or inadequate equipment and supplies. Extremely hazardous pieces of apparatus, unguarded but dangerous shop machinery, lack of fencing or backstops, defective bleachers, and unknobbed bats may contribute to the accident toll.
- 3 Impaired organic condition. This may take the form of fatigue, muscular weakness, drowsiness, drunkenness, inadequacy of the various sense departments, illness, handicaps imposed by old age, and deformities.
- 4 Mental and emotional factors. The chief offenders within this classification are poor judgment, due frequently to low intelligence and lack of experience or knowledge, and faulty emotional patterns and attitudes.<sup>12</sup> Characteristics of the accident repeater include over aggressiveness, impulsiveness, a tendency to be a show-off, indifference to the welfare of others, unwillingness to accept defeat, and an inability to adjust emotionally.<sup>13</sup>
- 5 Inadequate leadership. Accidents due to this factor frequently occur when leaders fail to help patrons acquire the information or skill essential to safe participation, provide no supervision over hazardous activities, furnish no protective devices, permit inadequate officiating, keep no accident records, and extend no opportunities to either youth or adults to participate actively in planning and carrying out a program of safety education.
- 6 Forces of nature, such as wind, lightning, earthquake, and water.

### ATTACKING THE ACCIDENT PROBLEM

An intelligent attack upon the problem of accidents in recreation must be made upon a broad front. Since there is no single cause there

<sup>12</sup> A. R. Lauer and Milton D. Kramer, "The Psychology of Safety and Safe Human Conduct," *The Journal of Educational Sociology*, October 1946, p. 107.

<sup>13</sup> Sidney B. Burnbach, *A Comparative Study of Accident Repeater and Accident Free Pupils*, Doctor's Thesis, New York University, 1948, as abstracted in *25 Years of Research in Safety Education*, Center for Safety Education, New York University, 1951, p. 71.

can be no single remedy. The safety program must be comprehensive in nature, embracing within its scope a number of important factors. It must deal with real experiences. With young children, before judgment matures, protection is more important than education, but protection all by itself will not produce a self-reliant individual. Recreation leaders need to provide a kind of care and protection that is educative and a kind of guidance that eventually makes itself unnecessary.

### *Compilation of Legal Requirements*

One of the first and most important steps to be taken by administrative personnel in the establishment of a program of safety in recreation is determination of the legal requirements which must be observed. Legal requirements are specified in state school laws and in the regulations of state boards of education where school buildings and grounds are used for recreation purposes, in laws governing public buildings, in municipal building codes, in fire laws and ordinances, in laws of tort and trespass, in laws governing the operation of motor vehicles, and in laws and ordinances governing places of entertainment or recreation, such as public bath houses and swimming pools.

All laws, ordinances, codes and regulations, related in any way to safety in recreation, should be collected and kept readily accessible. The city attorney should be consulted to determine the completeness of the list. Since legal phraseology is often difficult for the layman to understand, a compendium in which the legal provisions are classified and translated into brief, simple terms will be helpful. An index should be added to facilitate reference, and the material placed in a folder or manuscript cover. The result is a usable abstract of legal requirements in one compilation.

After acquainting himself with the laws and regulations, the superintendent of recreation has three important duties to perform. He should translate the legal requirements into administrative regulations and instructions. He should interpret these regulations and instructions, as well as the legal requirements, to the entire staff. He should enforce full compliance with the provisions of laws, ordinances, and regulations.

Administrative regulations should be brief, clear and concise. They



should be approved by the recreation board or commission. Among the areas covered by administrative regulations are custodial care of the buildings and grounds, boiler-room operation, fire drills,<sup>14</sup> transportation of participants, beach and swimming pool operation, patrol duties, and emergency care of the injured.

### *Safe Buildings, Grounds, and Other Facilities*

The administrator's responsibility for safe play areas begins before the building is constructed or the grounds secured. In the construction of new buildings, he should be instrumental in preventing built-in hazards, such as slippery shower room floors, exposed radiators, and nonrecessed drinking fountains in gymnasiums. Other safety features which should be incorporated in new buildings include

1. Type of construction should be fire resistive, wind resistive, and earthquake proof, if in areas subject to earth tremors.
2. Height should be limited to two stories.
3. Furnace and boiler rooms should be totally enclosed by fire resistive walls and ceilings with openings properly shielded by fire doors. Likewise, other places where fires are likely to start, such as shop or craft units, or rooms used for cooking, should be sufficiently enclosed to prevent a too-rapid spread of fire to other areas of the building.<sup>15</sup>
4. All pockets should be eliminated from entrances, corridors, and stairways so that in case of panic patrons would be forced out of the building by pressure from the rear.<sup>16</sup> Floors and steps should be of a non-slippery material. Stairs should be provided with nonslip safety treads or with grit in the concrete or terrazzo treads.
5. All drinking fountains, lockers, fire extinguishers, exhibit cases, waste receptacles, and other equipment on corridor walls should be recessed.
6. All exit doors should open outward. Outside exit doors should be equipped with self-closing devices and anti-panic locks.
7. All construction should meet local and state building codes.
8. Extreme care should be taken to adhere closely to the highest standards.

<sup>14</sup> Directors of community centers who fail to plan and carry out effective fire drills are courting disaster from panic if fires break out in their buildings.

<sup>15</sup> N. E. Viles, "School Construction Standards," *The American School Board Journal*, January, 1940, p. 25.

<sup>16</sup> Chester F. Miller, "Designed for Safety," *Safety Education*, April 1940, p. 340.

in the installation of light and power systems. These standards are very detailed. Standards for wiring design, methods and materials can be found in the National Electrical Code published by the National Board of Fire Underwriters.

- 9 Good lighting is an important factor in preventing accidents. Lighting provided should be of such quality and quantity as to enable the eyes to accomplish their tasks with accuracy, speed, ease, and with safety to vision and to body. The footcandles of illumination recommended for areas commonly used for recreation purposes are: classrooms, libraries and shops—30, sewing rooms—50, gymnasiums and swimming pools—20, auditoriums and cafeterias—10, reception rooms, locker rooms, washrooms, and stairways—10, corridors and storerooms—5.<sup>17</sup>
- 10 Gymnasiums, locker and shower rooms. Since approximately one-third of all school building accidents occur in the gymnasium,<sup>18</sup> every effort should be made to reduce to a minimum all building hazards in this area. Storage recesses should be provided for pianos. Lights should be recessed in the ceiling. All glass in entry doors should be safety glass. Doors should open away from the playing space to avoid possibility of players colliding with them. Swinging doors should not be used in gymnasiums or locker rooms.<sup>19</sup> Drinking fountains, radiators, mat hangers and door knobs should be recessed or properly padded. Wall corners should be rounded if possible, or padded. Where basketball goals are near an end wall or bleachers, these should also be padded. Windows should be screened to protect both players and windows. Shades should be provided for windows where the sun's glare is likely to blind players. Clearance of at least six feet should be provided between the sidelines and the walls or lower tier of bleachers. Seaton<sup>20</sup> recommends that there be at least eight feet between the end line and the wall. Every precaution should be taken to eliminate the slipping hazard. The hard maple floor with the bakelite finish has proved to be very satisfactory. When gymnasium floors are used for dancing a problem arises over how to eliminate the slipping hazard presented to the next day's participants in gymnasium activities. Boric acid powder is recommended, instead of powdered wax, as a means of providing the proper floor condition for dancing, because it quickly dissolves in water and is thus more easily removed. Locker and shower rooms should be

<sup>17</sup> Illuminating Engineering Society, *IES Lighting Handbook. The Lighting Guide*, The Society, 1947, Section 10, p. 78.

<sup>18</sup> *Accident Facts—1952 Edition*, National Safety Council, Inc., 1952, p. 93.

<sup>19</sup> Arthur H. Desgrey, "Can the Gym Be Made Safer?" *The Journal of Health and Physical Education*, May, 1942, p. 302.

<sup>20</sup> Seaton, *op. cit.*, p. 193.

adequate in size, well lighted and with nonslip floor material Benches should be placed in front of each row of lockers and should be fastened securely to the floor<sup>21</sup>

- 11 Swimming pools and bathing beaches Among the most important structural features basic to safety in the swimming pool are the following
  - a Decks of a nonslip material preferably of rough tile or terra-cotta
  - b Width of decks at sides seven to eight feet ten to twelve feet at the shallow end and fifteen to twenty feet at the deep end.
  - c Steps constructed of a nonslip material, should be recessed in the side walls near each corner of the pool
  - d The diving board should be located at the deep end of the pool The fore end of the board should extend over the water about five feet A strip of rough cocoa matting at least eighteen inches wide should extend the full length of the board The surface of the board should be free of bolts or other obstructions If more than one board is used they should be located at least fifteen feet apart There should be a minimum of twelve feet of space above the top of the diving board
  - e The diving zone should be at least ten feet deep if a low board is used and twelve feet if a high board is used This depth should extend from the end of the pool to at least twenty five feet and preferably thirty six feet
  - f Lighting should be well distributed thus eliminating any dark areas in the pool and the pool room
  - g Entrances and exits for swimmers should be located at the shallow end of the pool
  - h The slope of the pool bottom should be gradual In the shallow area the fall should not exceed one foot in a distance of fifteen feet in the deeper area the fall should not exceed one foot in a distance of three feet
  - i A pool designed to serve general community needs should have a shallow area three to five feet in depth and of sufficient size to care for teaching beginners in swimming
  - j Depth markings should be painted both on top of the coping and on the vertical riser face of the scum gutter in order that swimmers already in the water as well as those preparing to go in can determine safe depths Signs reading "No Diving—Shallow Water" should be

<sup>21</sup> For a detailed presentation of safety features in relation to gymnasiums swimming pools locker and shower rooms see National Facilities Conference *A Guide for Planning Facilities for Athletics Recreation Physical and Health Education*, The Athletic Institute Inc 1947 also Scatton *op cit*

painted in conspicuous places on the pool edges where the water is shallow.<sup>22</sup>

12. The safe waterfront or beach layout is characterized by:

- a. A good bottom, smooth and firm, free from sharp stones, rocks, underwater vegetation and other obstructions, sloping gently toward deep water with no sudden step offs.
- b. Swimming areas for each of three groups—nonswimmers, beginners, and swimmers, clearly defined by life lines and marking buoys, not more than thirty feet apart, and anchored at the corners or ends.
- c. The nonswimmer area should slope gradually to a maximum depth of three and one-half feet; the beginner area to not more than seven feet; and the swimmer area to no more than twelve feet.<sup>23</sup>
- d. Diving area restricted to diving only. The diving structures should be a part of the dock system. Where two diving boards are parallel, their points of entry shall be at least fifteen feet apart. All diving boards should be covered with cocoa matting.
- e. Boat and canoe docks separate from the swimming docks.
- f. Signs posted to indicate water depths and identify various areas.
- g. Safety regulations relating to swimming and boating conspicuously posted.
- h. Docks of sturdy construction, not more than two feet above the water, with ladders located at frequent intervals in the deep water area. Bolts and lag screws, rather than nails, used in construction.
- i. Life-guard towers eight to ten feet high, located so as to give a clear view of the bathing area.
- j. Water safety equipment consisting of such items as ring-buoys, can-buoys, poles and shepherd's crooks, heaving lines, lifeboats, surf-boards, bell, gong, or horn, grappling irons, and first-aid equipment.<sup>24</sup>

13. Many recreation departments use the school shop in their crafts program or possess a building of their own with the shop or crafts room as one of the important units. Since the use by recreation departments of such dangerous machines as the jointer, planer, and power saws is not common practice, and since the problem of machine guarding is a

<sup>22</sup> Items a to i adapted with permission from: Frederick W. Luehring, *Swimming Pool Standards*, A. S. Barnes and Company, 1939.

<sup>23</sup> *Swimming, Water Sports and Safety*, Boy Scouts of America, 1938, p. 235.

<sup>24</sup> For a more detailed treatment of safety at camp waterfronts and beaches, the student is referred to *Life Saving and Water Safety*, American Red Cross, 1937; Richard H. Bearse and Sidney C. Hazelton, *A Camp Aquatic Program*, Dartmouth College, 1949; Thomas K. Cureton and Richard H. Pohndorf, *Aquatic Standards for YMCA Camps*, Association Press, 1940; and Betty Spears, "Safety at the Camp Waterfront," *The Journal of Health and Physical Education*, April, 1948, p. 244.

highly technical one this aspect of safety will not be treated here<sup>23</sup> Among the factors involved in the provision of a safe environment in the shop are adequate space provision correct placement and guarding of machines establishment of zone lines adequate illumination proper ventilation desirable flooring sufficient storage space and provision of special rooms or compartments for the performance of especially dangerous operations

- 14 The playground should be as level as possible Grounds which require retaining walls terraces and steps increase the hazards to patrons Kimbel suggests the use of color as a means of ensuring greater safety both on the playground and elsewhere "Yellow being the color possessing the greatest degree of visibility has been chosen to mark stumbling falling tripping and striking hazards"<sup>24</sup> According to this color code the following would be painted a high visibility yellow swing seats edges of see-saws giant stride grips step and guard rails of slides edges of merry-go-rounds and horseshoe stakes On hard surfaced playgrounds a yellow restraining line should be painted around the swings<sup>25</sup>

### Equipment and Supplies

A boy is struck in the face by a foul tip when catching without a mask in a softball game A bat on which the knob has worn off slips out of the hands of a batter and badly injures a spectator The forearm of an archer is severely bruised by the bowstring The face of a basketball player is cut when the ball breaks his glasses A child is cut by the sharp edge of a projecting bolt on the jungle gym Each of these accidents could have been prevented through the use of adequate protective devices or by the provision of safe supplies and equipment Accidents due to such causes are unnecessary and inexcusable and should be prevented

Many athletic activities are controlled by well-established rules which require the use of certain types of protective equipment The

<sup>23</sup> Students interested in this subject are referred to *Safety Education in the School Shop* National Safety Council 1946 Paul L. Cressman, *Safety Education in Industrial School Shops* Commonwealth of Pennsylvania 1938 and H. W. Hehrlich, *Industrial Accident Prevention* McGraw-Hill Book Company 1941

<sup>24</sup> Anthony F. Kimbel "Safety Through Color" *The Nation's Schools* May 1941 p. 48

<sup>25</sup> See Chapter 5 pages 194-207 for a discussion of the safe playground with special reference to selecting a site fencing layout of areas, surfacing, and arrangement of apparatus

rule in softball which requires the catcher to wear a mask is an example. However, these rules usually establish only minimum standards and should not be permitted to prevent the adoption of requirements guaranteeing greater protection for players.

## SPORTS AND GAMES

A survey of participation in tax-supported recreation programs, conducted by the National Recreation Association in 1950, revealed approximately forty different activities in the sports and games category.<sup>28</sup> Highest on the list in terms of participation and hazards involved were swimming, ice skating, softball, basketball, baseball, and tackle football. Consideration of the problem of safe equipment and supplies in the area of sports and games will be limited to these activities.<sup>29</sup>

While ice skating itself is not an especially hazardous activity, it becomes extremely dangerous when people skate on unapproved or unsupervised areas on rivers or lakes. Skating should be engaged in only upon surfaces approved by recreation or park authorities. Skates should fit properly and be kept sharp. A safety guard should be placed on the blades when they are being carried. Clothing should be worn that permits freedom of movement and protects the wearer against weather conditions.

Softball and baseball have so many elements in common that they can be considered together. Of primary importance with respect to safety are the following suggestions:

1. A cranial protective helmet should be worn by all baseball players while at bat.
2. Eliminate the metal cleat and substitute a hard rubber cleat, especially in the baseball and softball leagues for youth.
3. Provide regulation bases if possible; if not, furnish homemade ones. Never use rocks, boards, trees, or walls. The home plate should be of rubber. Mark the location of other bases by an iron stake with a small loop at the top bent over at a right angle and driven into the ground so as not to present a hazard to players.

<sup>28</sup> *Recreation and Park Yearbook, Midcentury Edition*, National Recreation Association, 1951, p. 21.

<sup>29</sup> See pages 419-420 for a discussion of supplies and equipment for swimming pools and bathing beaches.

- 4 Softball bats should have a safety grip of cork tape or composition material
- 5 Provide eyeglass guards for children wearing glasses and insist that they wear them
- 6 Insist that the catcher in softball wear a mask and glove. Girls should also wear chest protectors. The baseball catcher, in addition, should wear shinguards and metal cup. Hip and thigh pads for all players are essential when sliding is permitted. (Unless diamonds are maintained in excellent condition adequate protective equipment is available and players are taught to slide properly, sliding should be prohibited as the values do not justify the risks.)
- 7 Seaton recommends that players' benches "be placed behind the screens or at least thirty feet from home base and base lines and that players be confined to these benches when not at play."<sup>30</sup>
- 8 A proper backstop is essential for protection of spectators. A hooded backstop should be constructed if only limited acreage is available.<sup>31</sup>

Many basketball injuries may be prevented by the use of well fitting shoes of the highest quality. Seaton<sup>3</sup> recommends that two pairs of socks be worn, an inner pair of lightweight cotton and an outer pair of best quality heavy wool. This reduces friction and thus prevents foot blisters. Weak ankles and knees should be protected by wrapping or taping. Guards or unbreakable lenses should be worn by players who must wear spectacles. A good grade of knee pad will prove effective in the prevention of floor burns. The Wisconsin Interscholastic Athletic Association, a few years ago, brought about an 85 percent reduction in the number of broken fingers among high school boys by reducing the size of the basketball from 32 inches to 29½ inches. An even smaller ball for younger boys should be provided.

In 1950 147 cities reported a total of 100 828 players participating in regulation football under supervision of municipal recreation de-

<sup>30</sup> Seaton, *op cit.*, p. 336

<sup>31</sup> For specific details on construction of baseball and softball backstops see George D. Butler *Recreation Areas—Their Design and Equipment*. A. S. Barnes and Company 1947, pp. 70, 71, 91.

<sup>32</sup> Seaton *op cit.*, p. 264

partments.<sup>23</sup> If these teams are composed of young boys below senior high school age, there appears to be little or no justification for such a program, and the only safety suggestion offered here is to discontinue the activity. On the other hand, if these figures represent boys of senior high school age or older, municipal recreation personnel have both a moral and a legal responsibility to conduct this hazardous sport with due regard for the safety of the players. Adequate, substantially built, properly fitting protective equipment is an important factor in the reduction of football injuries. If a department cannot afford to provide this equipment it should not sponsor the sport. When selecting protective equipment recreation officials should be guided by the following standards:

1. The garment should be reasonably comfortable in any temperature in which it is to be worn.
2. It should fit well, allow freedom of movement, and give necessary support.
3. It should afford adequate protection against the hazards for which it was designed and it should not create additional hazards. A football helmet, for example, originally intended as a protection for the wearer, should not be turned into an offensive weapon.
4. It should be durable.
5. It should be of high quality and purchased from reputable manufacturers.<sup>24</sup>

A survey conducted by the author in 1946 among a selected group of high school coaches in Wisconsin revealed the following needed improvements in football equipment:

1. Reconstruction of our football head guards based upon a study of the researches made by the American and English armies on crash helmets. Extend these in the back to protect the neck.
2. A better hip pad is needed to insure greater protection of the hip joint and the base of the spine.
3. An improvement is needed in the thigh pad providing for greater flexibility, yet giving adequate protection.
4. A nose guard should be used which, while protecting the wearer, cannot serve as an offensive weapon.

<sup>23</sup> National Recreation Association, *op. cit.*, p. 21.

<sup>24</sup> Ben W. Miller, "Standards for Athletic Protective Equipment," *Safety Education*, September, 1941, p. 43



- 5 Cover all shoulder kidney and rib pads and head guards with foam rubber
- 6 Provide better protection for knees elbows and teeth.
- 7 Provide a better cleat and cleat assembly one that will not split or come unscrewed during use
- 8 Cover all hard pads with at least  $\frac{3}{4}$  in of foam rubber<sup>35</sup>

There are many activities conducted by recreation departments that are potentially hazardous other than those discussed somewhat in detail above. They can be treated here only in general terms. Equipment of the best quality should be secured and its proper use insisted upon. Where official national rules stipulate that a certain specific item of protective equipment must be worn there should be no deviations permitted except perhaps in the direction of even greater safety. Playground apparatus should be purchased only from leading manufacturers. Limit the height of the climbing structure to ten feet, horizontal bars and horizontal ladder to seven and one half feet, slide to eight feet and swings to twelve feet.<sup>36</sup> Daily inspection of apparatus should be required and repairs made immediately or the unsafe piece of equipment removed or roped off.<sup>37</sup>

### Competent Leadership

Leadership failures may be said to be responsible for an extremely large proportion of the accidents occurring to participants in recreation activities because even an unsafe place and improper or inadequate supplies and equipment generally can be attributed to poor leadership. This section is concerned however only with those leadership measures related to officiating player conditioning and supervision of patrons during participation in the recreation program.

Good administration will establish certain definite procedures designed to correct the inadequacies and inefficiencies which sometimes characterize the work of recreation personnel and result in accidents.

<sup>35</sup> Howard G. Danford "Safety in School Athletic Equipment and Recreational Areas" *The American School Board Journal* December 1946 p. 33

<sup>36</sup> For recommended heights of other apparatus see Butler *op cit* p. 99

<sup>37</sup> For an excellent checklist adaptable to inspections of various aspects of the recreation environment see *Check and Double Check* National Safety Council 1945

that are wholly unnecessary. Outstanding among these leadership measures are the following:

1. Provide good officiating.
2. Assist patrons to develop skills of a sufficiently high degree to ensure safe and enjoyable performance.
3. Teach players to obey both the letter and spirit of the rules. Develop a code of good sportsmanship.
4. Insist on adequate conditioning before permitting players to participate in hazardous activities.
5. Provide equality of competition.
6. Provide adequate supervision of hazardous activities at all times.
7. Assist children to organize a safety committee and take an active part in planning and carrying out a program of safety on the playground and in the community center. The construction of safe buildings, the provision of play areas free from serious hazards, the establishment of rules for the control of child behavior, the dissemination of information on how to be safe, the imposition of penalties for unsafe conduct, even the development of skills for safety—all of these factors and all others which have value for the complete program of safety will fail of their purpose unless the active interest and co-operation of the participant are obtained. As Samuel Valentine Cole's lines suggest,

Nor fate, nor chance, nor any star commands  
Success and failure—naught but your own hands.

There are two outstanding reasons why young people should be given increased responsibility for the safety of themselves and others: (a) they are much more likely to obey regulations which they have had a share in establishing; and (b) the principle of *creative participation* calls for those who are affected by a decision to have a voice in the making of the decision. As safety rules and regulations are increasingly turned over to the participants for development and enforcement, not only will their effectiveness be enhanced but recreation leaders will make a further vital contribution to the development of democratic citizenship.

Among other important functions a safety committee might perform are serve as a street patrol, demonstrate safe use of playground apparatus and assist in its supervision and inspection help in enforcement of all safety regulations, serve as a cleanup squad to remove broken glass stones and other dangerous objects from the playground and keep the bulletin board up to date with attractive and pertinent safety materials

- 8 Prevent overcrowding of space and equipment
- 9 Render first aid in case of injury
- 10 Develop and enforce in cooperation with the children regulations for safeguarding persons playing on apparatus Examples are

### *The Swings*

- a Sit while swinging
- b Only one person in a swing
- c Stay outside the restraining line so you will not be hit
- d Swing forward and backward not sideways
- e Hold on tightly with both hands
- f Stay out of swings when they are wet
- g Do not run under swings when pushing another child
- h Wait until swing has stopped moving before dismounting
- i Do not swing too high

### *The Slide*

- a Hold on with both hands while climbing the ladder—do not go up chute
- b Sit down before going down slide
- c Slide feet first with feet within chute
- d Start down only when no one else is on the chute
- e Leave the slide immediately after the descent
- f Do not use the slide when wet

### *The Horizontal Ladder*

- a Do not use when wet
- b Use proper grip with thumbs and fingers on opposite sides of rungs

- c. Hold on with both hands except while moving from one rung to another.
- d. Travel in one direction only.
- e. In dismounting, draw up legs slightly and look down before dropping. Stop swinging motion of body before dismounting. Bend knees slightly when feet strike ground.
- f. Do not climb up on top of ladder.
- g. No crowding on ladder; be sure the next rung is free before advancing to it.
- h. The ladder is for children who can reach it; not for those who have to be lifted up.
- i. Prohibit all speed contests.

### *The Horizontal Bars*

- a. Do not use when wet.
- b. Use proper grip with thumbs and fingers on opposite sides of rungs.
- c. Hold on with both hands.
- d. Dismount as for ladder.
- e. Only one child on a bar at one time.
- f. Do not use benches or boxes to reach the bars; the bars are for children who can reach them.
- g. Children awaiting their turn on bars should stand far enough away that they cannot be struck by the feet of a swinging child.

### *The Climbing Structure*

- a. Do not use when wet.
- b. Use proper grip as described above.
- c. Hold on with both hands except while moving from one position to another.
- d. Do not permit overcrowding.
- e. Restrict use to children nine years of age or younger.
- f. No pushing, shoving, or dangerous stunts.

### *Establishment of a Policy on the Care of Injured Children*

There are certain situations arising in the conduct of recreation activities which are so potentially dangerous for the child and the leader that, in the interests of both, the recreation commission should pre-

scribe, as clearly and as fully as possible the exact procedure to be followed when these situations occur. One of these situations is the confused state of affairs attendant upon the injury of a child. In most recreation situations the leader within reasonable limits should be left free to choose his course of action but this is not one of them. A leader's mistake in judgment may result in the death or permanent injury of a child or in a suit for damages based upon the negligence of the leader, or in both. The recreation commission should adopt a policy outlining step by step what should be done in the case of an injured child and leaders should be required to follow this policy as closely as possible, deviating from it only when absolutely necessary.

The policy of a midwestern city covering the procedure to be followed in accident cases is given below.

- 1 The leader shall render such first aid as is necessary.
- 2 If the injury appears to be of a serious nature, call the Police Department and request them to send their ambulance. The ambulance will take the child to the nearest hospital.
- 3 Inform the parents by telephone if possible. Otherwise send messenger.
- 4 Call the hospital to which the child is being taken, stating type of case.
- 5 Notify the recreation department office.
- 6 Fill out the official accident report form. Three copies of the report shall be made out, one to be kept on file by the leader and the other two to be sent to the department office. One of these will be sent to the city attorney.
- 7 Remedial measures should be taken to prevent if possible any further accidents of a similar nature. An accident should be looked upon as a challenge to good leadership.

Recreation officials should put in writing all safety rules, regulations, procedures, and policies, place a copy of these materials in the hands of all department personnel, and from time to time interpret them to members of the department. Failure to do so may result in an ineffective safety program and loss of a damage suit based upon the alleged negligence of the department to issue proper safety regulations.

## *Establishment of an Accident-Reporting System and Use of the Results*

This is one of the most important facets in a many dimensional program of safety education. The reporting of accidents is as important

to a program of safety in recreation as a diagnosis is to a program of medical treatment. It is comparable to the intelligence service of an army in wartime. Through the accident reporting system the department discovers what accidents are occurring; where and to whom they are occurring; the severity and the types of injuries; the activities engaged in when the injuries occurred; and the causes of the accidents. Suggestions for the prevention of accidents may also be gained from a study of the reports.

All accidents occurring to patrons while under supervision of recreation personnel should be reported, provided they are sufficiently serious to necessitate first aid. A number of minor accidents on a slide may, if recorded, lead to the discovery and correction of a condition which could at any time be productive of a major injury. It is for this reason that all accidents should be recorded; also, a slight injury may later on develop into a very serious one, and the information recorded on the accident form will become extremely important in case of suit.

It is recommended that recreation officials make a three-fold use of the information collected through the accident reports:

1. *As a basis for determining what leaders need to teach children.* A series of sprained and broken fingers incurred in softball on a certain playground might reveal, when analyzed, that pointing the fingers directly toward the ball appeared to be the major cause of the accidents. Instruction in the proper way to hold the hands while catching a ball would no doubt prove effective in reducing these accidents.

2. *As a basis for making changes in buildings, grounds, equipment and supplies.* As a result of a Los Angeles accident study conducted in 1939, it was decided that sliding poles would be omitted from all future playground layouts, for the danger from this type of apparatus seemed to outweigh any possible advantages.

3. *As essential information in case of liability suits.* In this connection it is recommended that leaders furnish information only to the superintendent of recreation or to someone designated by him, or to representatives of the recreation commission, or to representatives of the city attorney's office as the commission may designate.

Form 22 shows a recommended standard accident report form which is a modification of the standard student accident report form developed by a committee composed of school administrators, teachers, and safety coordinators, and staffed by the National Safety Council.

**CITY OF MERION  
DEPARTMENT OF RECREATION  
ACCIDENT REPORT FORM**

1.	Name _____	Address _____
2.	Center _____	Sex M ____ F ____ Age ____
3.	Time accident occurred Hour _____ a.m. _____ p.m.	Date _____
4.	Place of accident: Building _____ Playground _____ Beach _____ Swimming Pool _____ Camp _____ Elsewhere _____	
5.	Witnesses Name _____ Address _____ Name _____ Address _____	
6.	NATURE OF INJURY	DESCRIPTION OF ACCIDENT  How did accident happen? What was patron doing? Where was patron? List specifically unsafe acts and unsafe conditions existing. Specify any tool apparatus, equipment involved.
	Abrasion _____ Fracture _____ Amputation _____ Laceration _____ Bruise _____ Puncture _____ Burn _____ Scratches _____ Concussion _____ Sprain _____ Cut _____ Other (specify) _____	
7.	PART OF BODY INJURED	
	Ankle _____ Hand _____ Arm _____ Head _____ Back _____ Knee _____ Elbow _____ Leg _____ Eye _____ Nose _____ Face _____ Scalp _____ Finger _____ Tooth _____ Foot _____ Wrist _____ Other (specify) _____	
8.	Degree of injury: Death _____ Permanent Impairment _____	
9.	Leader in charge when accident occurred (enter name) _____	
10.	Present at scene of accident: No _____ Yes _____	
11.	IMMEDIATE ACTION TAKEN	REMARKS
	First-aid treatment _____ By (Name) _____ Sent home _____ By (Name) _____ Sent to physician _____ By (Name) _____ Physician's Name _____ Sent to hospital _____ By (Name) _____ Name of hospital _____ Were parents notified Yes _____ No _____	
12.	SPECIFY ACTIVITY	What recommendations do you have for preventing other accidents of this type?
	Athletic Field _____ Auditorium _____ Beach _____ Camp _____ Corridor _____ Craft room _____ Game room _____ Gymnasium _____ Home Economics _____ Lake _____ Locker room _____ Playground _____ Pool _____ Showers _____ Stairs _____ Other _____	
Signed: Director _____ Leader _____		

Recreation officials need not be fearful that the keeping of adequate accident records on the form recommended above will create an intolerable bookkeeping burden. During the 1944-1945 school year the Madison, Wisconsin, public schools with an enrollment of approximately 10,000 pupils reported a total of 593 accidents requiring first aid. Assuming that the accident experience of the recreation department was somewhat comparable to that of the schools, then, on the basis of the total participation in recreation for the same year, a playground would have averaged about one reportable accident every two weeks.

The recreation personnel of America must begin to place greater emphasis upon the safety aspects of their work. The expression of a fervent hope that children will be more careful is not enough. The least recreation departments can do for children is to return them to their parents at the end of each day in as good condition as they were received in the morning. An intelligent, coordinated, aggressive attack must be made upon the accident problem as it relates to recreation if tangible results are to be achieved. A department which keeps no accident records and does not know where, how, why, when, nor to whom its accidents occur, is like a blindfolded boxer who strikes at but seldom hits his opponent, having only a vague idea as to his location. Medical science has progressed largely in direct relationship to its ability to isolate causes and discover specific remedies. A similar mode of attack must be launched by recreation officials upon the problem of accidents in recreation.

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## On Specific Sports

- 1 Haskell, Patricia, "Safety on Ice" *Safety Education*, November, 1947, p 20
- 2 Luehring Frederick W., *Swimming Pool Standards*, New York A S Barnes and Company, 1939
- 3 Malm, Nadine, "Safety Measures in Skating" *Journal of the American Association for Health Physical Education, and Recreation*, February, 1949, p 89
- 4 Miller, Myrtle K., "Archery Safety Rules," *Journal of the American Association for Health Physical Education, and Recreation*, May, 1952, p 12
5. Weber, Ann E., "Standards for Safe Canoeing," *The Journal of Health and Physical Education*, May, 1948, p 338

## Films

1. *Let's Play Safe* (10 min) 16 mm Sound Black and White Color Porta films, 418 North Glendale Avenue, Glendale 6, California
- 2 *Playground Safety* (1 reel) 16 mm Sound Black and White Color Coronet Instructional Films 65 East South Water Street, Chicago 1, Illinois
- 3 *Safe Swimming* (10 min) 16 mm Sound Black and White Color General Pictures Productions Inc., 621 Sixth Avenue, Des Moines 9 Iowa.
- 4 *Safe Use of Tools* (6 min) 16 mm Sound Black and White Color Coronet.
- 5 *Safety at Play* (8 min) 16 mm Silent Encyclopedia Britannica Films, Inc., 1150 Wilmette Avenue, Wilmette, Illinois
- 6 *Safety in Winter* (11 min) 16 mm Sound Black and White, Color Coronet
7. *Safety with Everyday Tools* (11 min) 16 mm Sound Black and White Color Coronet

## Budget and Finance

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A SIGNIFICANT yardstick in the appraisal of a community's recreation program is the character and amount of public spending for recreation. Reflecting either the economic resources available or the degree of public interest, or both, the financial support for recreation provided by a unit of government is basic to the successful operation of the program.

There is no single acceptable standard for determining the amount of money a community should spend for recreation, for there are too many variables involved. Among these variables are the values sought by the department, community needs with relation to program and facilities, public opinion, economic conditions, legal authority, and the nature of the administrative structure for recreation. A tentative standard proposed some years ago by the National Recreation Association suggests \$1.50 per capita for a community's organized recreation program and an additional \$1.50 for park services. This total of \$3 00 per capita is for current expenditures only. It should be understood that this figure does not include amounts spent for capital improvement; that it will change as the value of the dollar changes; and that, at best, it is only a guide. Fifty-four cities spent \$4 00 or more per capita in 1950 for parks and recreation, although the average per capita expenditure was between \$2 00 and \$3 00 for those cities reporting to the National Recreation Association.

Fundamental to any consideration of financial support for recreation is the relationship of the state to the local government. Since the city is a legal creation of the state, it possesses only those powers with which the state sees fit to endow it. This includes the taxing power. A

trend which possesses great financial significance for recreation is the rise of the federal and state governments to positions of dominance as taxing powers in this country. Unless some acceptable means can be devised whereby local governments can be assured of a more stable equitable and adequate revenue system than now prevails recreation departments may find it increasingly difficult to solve their financial problems. State support may be a partial answer but it poses another problem that of state control.

### MAJOR SOURCES OF REVENUE

The property tax constitutes the backbone of the local revenue system furnishing 56.4 percent of the total general revenue accruing to 397 cities over 25,000 population in 1947. Other sources of revenue include aid received from state governments, nonproperty sources such as taxes on admissions, amusements, business gross receipts, alcoholic beverages, retail sales, gross income, cigarettes and tobacco, motor vehicles and public utilities, special charges, as refuse collection and sewer service and public utility operation.<sup>1</sup>

In 1950 park and recreation agencies reported the sources of expenditures amounting to \$263,603,596.<sup>2</sup> More than 90 percent of this amount came from tax levies, appropriations, bond issues and other public sources. Less than 4 percent was derived from private sources and the remaining 6 percent was represented by fees and charges<sup>3</sup> expended directly by the recreation agencies collecting them.<sup>4</sup>

#### The General Fund

This fund is used to account for revenues not allocated to specified purposes. Recreation departments in the main secure their funds as do other city departments through appropriations made by the city council or similar appropriating body from the general fund. This plan requires the annual preparation of a tentative recreation budget, submission, interpretation and justification of the budget to the city

<sup>1</sup> *Municipal Finance Administration*, The International City Managers Association, 1949, pp. 18-35.

<sup>2</sup> An additional expenditure of \$5,308,361 was reported but the source not given.

<sup>3</sup> See pages 236-237 for discussion of fees and charges.

<sup>4</sup> *Recreation and Park Yearbook*, National Recreation Association, 1951, p. 22.

council, and determination of the amount of the appropriation by the city council in terms of such factors as available funds, needs of all departments, and general attitude of the council and the public toward tax-supported recreation.

### *Special Revenue Fund*

Some recreation departments are financed through a specific tax, commonly known as a recreation mill tax, enacted by popular vote, and subject to change only by the same process. The amount of the levy usually is expressed in terms of a certain number of mills on each dollar of assessed valuation and varies generally from one-tenth mill to one mill. The Illinois state recreation enabling act permits the municipality to levy a maximum of one and one-third mills.

Opinions differ on the merits of these two plans for financing recreation. Those who favor the general fund plan point to the fact that appropriations can be increased from year to year as need is demonstrated; also that experts in municipal administration look with disfavor upon any plan of financing city departments which renders them fiscally independent of the local governing body. Adherents of the millage tax feel that this plan provides a larger and more stable budget by protecting the department of recreation against unreasonable budget reductions by an unsympathetic city council. Regardless of the plan adopted, the ultimate financial fate of recreation in any community will depend largely upon the quality of service rendered and the ability of the recreation personnel to persuade each individual citizen of the significance and importance of the program in terms of his own self-interest and that of society's.

### *Bond Issues*

Funds for capital expenditures for the purchase or improvement of lands or the construction of buildings, swimming pools, and other facilities generally are provided through bond issues. Recreation and park bond issues, passed in sixty-seven cities and eight counties during 1950, amounted to \$26,466,944.<sup>5</sup>

<sup>5</sup> *Ibid.*

## THE BUDGET

The recreation budget should be far more than a routine estimation of receipts and expenditures. Properly conceived and adequately prepared the budget is a planned program of departmental action for a given period of time based upon values, policies, procedures, programs, personnel, services, areas and facilities, supplies and equipment, and work performance—the whole expressed statistically in terms of the amount of money needed to carry out the work programs planned and an estimate of the available receipts.

### *Importance of the Budget*

The budget is one of the most important responsibilities of recreation administration. Recreation in a democratic nation exists only by public approval, and the effectiveness of any department is measured in large degree by its ability to create an enlightened and favorable public opinion. The entire budget process provides an excellent opportunity for recreation personnel to interpret the work of the department to the people, their representatives on the city council, and to other members of the official municipal family. Through the budget an opportunity is presented to interpret values, explain policies and programs, emphasize needs, initiate improvements, recommend revisions in administrative structure and procedures, answer criticisms, and introduce long-term plans.

### *Preparing the Budget*

Preparing the budget is a year-round, continuous process, for it involves, among other things, constant evaluation of all phases of the department's work. It should involve also all members of the staff. The principle of *creative participation* emphasizes the importance of inviting all types of persons to contribute to the formulation of a budget which affects them. For example, playground leaders should have a voice in determining both the quality and quantity of the supplies and equipment to be purchased for the playgrounds and, frequently, are better qualified to judge the respective merits of these items than are administrative officials who are not involved directly in their use.

A sound recreation budget begins with a consideration of the values which the department seeks and, throughout its entire process, develops with constant reference to these values. For a budget, like other aspects of administration, is simply a device or a technique for the achievement of goals. It is only a means to an end, never an end in itself.

### *The Work Program*

Within recent years leaders in municipal administration have placed increasing emphasis upon a work, or performance, program as an important element in a well-prepared budget. This work program is primarily a statement of services to be rendered by the department with an estimate of what these services will cost in terms of personnel, material and supplies, contractual services, and outlay. Its value lies chiefly in the fact that costs, in terms of program and performance, are much more readily interpreted and understood than they are when expressed solely in terms of such items as personnel, equipment, and supplies wholly unrelated to work to be done.

The following excerpt from the 1951-52 budget of the Richmond, Virginia, Bureau of Recreation, Department of Recreation and Parks, is a good statement of a budgetary work program:

BUDGET, FISCAL YEAR, 1951-52

CITY OF RICHMOND, VIRGINIA

BUREAU OF RECREATION

DEPARTMENT OF RECREATION AND PARKS

PROGRAM AND PERFORMANCE

*Centers and Playgrounds*

(Acct. #300301)

This work program plans, organizes, promotes, and directs leisure-time programs at:

1. *Eighteen community centers*—November 1 to March 31  
12 afternoon school centers open for elementary school age children from 2-5 P.M., Monday through Friday.  
16 night centers open for teen-age and adult recreation 7-9:30 P.M., from 2 to 6 nights weekly.

17 centers are operated in schools and 1 in a recreation building owned by the department

The program consists of folk square and social dancing drama puppetry and story telling community singing and organized choral groups modern dance groups playground activities sewing knitting woodcraft hobbies handcraft and art groups games contests and tournaments parties dances special youth groups youth dances special programs and events Participant sessions in community centers for 1951-52 are estimated to be 337 828

2 *Thirty six playgrounds*—April 1 to October 31 3 6 P M —after school play through the spring 9 12 A M and 6 9 30 P M during summer months 3 6 P M —after school play 7 9 P M —roller skating through September and October

This program stresses activities similar to the center program with fewer organized groups and more highly organized special events such as 36 Family Play Days in May during Park and Recreation Week summer events such as Fourth of July programs Family Nights puppet shows handcraft exhibits and August Play Days correlating and exhibiting all phases of the program Participant sessions for 1951-52 on the playgrounds are estimated to be 970 655

Emphasis is being placed on a community program in neighborhood centers and playgrounds These are planned with local Advisory Councils composed of neighborhood people Approximately 400 volunteers work annually with the local staff

### *Financial Estimate*

A second step in the preparation of a budget is a careful estimate of the funds needed to carry out the work program This is an extremely difficult and tedious task involving many hours of work in reviewing past experiences and estimating both future needs and the costs or prices of items required to meet these needs If the department has a good accounting system much valuable assistance can be obtained from a careful analysis of past expenditures Data on price trends are available from the United States Department of Commerce the Department of Labor and various commercial agencies Consideration

must be given to such long term plans or policies as those involving salaries and wages and capital improvements

A minutely detailed breakdown of the budget is not only important as a guide to expenditures for the coming year, but it is absolutely imperative as a means of justifying every cent of the total amount requested. There is no keener embarrassment than that occasioned by one's inability to account for, or to defend, a budget item when challenged at a budget hearing either by a friendly or a hostile member of a city council.

A careful estimate must also be made of anticipated receipts from fees and charges and any other sources yielding income to the department.

The exact form used in setting forth the financial estimate varies greatly from city to city. Major budget headings in common use are

1 *Personal Services*

This includes salaries and wages of all workers

2 *Contractual Services*

Items include heat, light, power, water, communication and transportation, printing, binding and advertising, repairs to equipment, buildings and other structures, and janitorial cleaning and other services

3 *Materials and Supplies*

All types of supply items, fuel, repairs, building and road materials, and food for persons and animals

4 *Fixed Charges*

Rental of buildings and equipment, insurance, awards and indemnities, registrations, subscriptions, and taxes

5 *Outlays*

This includes all major capital improvement items and equipment needs<sup>6</sup>

An additional factor common to most budget estimate forms includes columnar sheets for listing after each budget item (1) expenditures for the preceding year, (2) estimated expenditures for the current year, (3) the current budget, and (4) the budget request for the coming year.

The budget listed below is complete except for the general administration section which is set up separately, since it serves both park and recreation bureaus.



BUDGET FISCAL YEAR 1951-52  
CITY OF RICHMOND VIRGINIA

BUREAU OF RECREATION  
DEPARTMENT OF RECREATION AND PARKS

## FINANCIAL STATEMENTS

Description	Expenditures		
	Actual Fiscal Yr 1949 50	Estimate Fiscal Yr 1950-51	Budget Fiscal Yr 1951-52
General Fund			
Annual Appropriation	\$710 024	\$254 960	\$260 000
Decrease of Appropriation by Transfer To "Bureau of Parks"	1 708	—	—
Total GENERAL FUND Appropriation	\$708 318	\$254 260	\$260 000
Less Unexpended Balance	3,235	6 255	—
Net Total GENERAL FUND Expend tures	<u>\$205 083</u>	<u>\$248 005</u>	<u>\$260 000</u>
Expenditures by Work Programs			
#300301 Playgrounds and Centers	\$ 95 598	\$112 862	\$117 014
#300302 Sports and Athletics	59 982	91 605	98 031
#300303 Special Services and Events	49 503	43 538	46 905
Total	<u>\$205 083</u>	<u>\$248 005</u>	<u>\$260 000</u>
Expend tures by Character and Object			
Average Number of Permanent Employees	35	42	41
Man Months Temporary and Part Time Employment	844	900	900
Personal Services Permanent	\$ 80 063	\$ 95 920	\$104 970
Part Time and Temporary	78 511	104 114	105 785
Supplies and Materials	21 948	21,571	22 485
Equipment Maintenance and Replace- ment	1 578	1 348	2 090
Equipment New	553	80	—
Rents and Utilities	15,249	12 239	12,471
Printing and Binding	149	124	130
Travel	238	350	300
Freight, Express and Hauling	5	13	20
Other Contractual Services	6,550	12 171	12,269
Unclassified	237	75	150
Total	<u>\$205 083</u>	<u>\$248 005</u>	<u>\$260 000</u>

### ***Presenting the Budget***

In some cities the recreation superintendent presents the budget directly to the city council. In others, he presents the budget to the chief administrative officer of the city who incorporates it into the overall city budget before presentation to the council. The superintendent who presents the budget directly will follow customary procedure for that community. Some of the steps in presenting the budget are as follows:

1. Prepare a brief, written budget message designed to give life and meaning to the budget figures and emphasize any proposed major developments for the coming year. It should also include some of the items listed earlier in this chapter under "Importance of the Budget" and clearly explain any marked increases or decreases in the various items—particularly increases. This message and the budget document should be placed in the hands of the councilmen for study a few days before they meet to consider it.

2. Release no publicity on the budget until it is in the council's hands. It is best to find out what is common practice locally with respect to this problem and follow it.

3. Provide sufficient copies of the budget for distribution to newspapers, libraries and civic organizations that may request it.

4. Prepare carefully for appearance before the council. Know all major aspects of the budget thoroughly and as many minor details as possible. Take a detailed breakdown along, but don't present any more detail than is necessary. A budget involving hundreds of thousands of dollars is sometimes jeopardized by an objection to a \$2 item. Charts, graphs, maps and pictures may be helpful.

5. Emphasize the work program, services rendered, and values sought.

6. Never attempt in advance of a hearing to bring pressure to bear upon members of the council in favor of the budget.

7. Be honest with the council.

### ***Administration***

After the budget is adopted, each division or unit head should be held accountable for the amount he is authorized to spend. There should be sufficient flexibility in the budget to permit a transfer of

funds from one item to another, at least within individual work programs. Certain budgetary control measures should be established. These will include (1) an allotment system for all expenditures from appropriations—the quarterly plan is most frequently used, (2) an adequate accounting system (3) regular reports on receipts and expenditures of each fund (4) sound personnel and purchasing policies, and (5) continuous administrative appraisal or evaluation.<sup>1</sup>

The practice of ending the budget year with a substantial surplus, unless there are extenuating circumstances, is not evidence of good administration. While there is no justification for wasting public funds, recreation personnel are not in the savings bank business. Their function in relation to recreation funds is to expend these funds in such a manner as to provide for the community in which they serve the best possible program of recreation.

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<sup>1</sup> For an excellent discussion of budget administration and expenditure control the student is referred to *Municipal Finance Administration* *ibid.* pp. 125-164.

## IV

### *Recreation and the Future*

## The Way Ahead<sup>1</sup>

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**H**ISTORY reveals that the role of the prophet has never been an easy one. It becomes especially hazardous as we stand at the threshold of the atomic age and contemplate the tremendous scientific developments of the last few years and the fantastic possibilities for the future. The author disclaims immediately any occult powers by which to penetrate the fog that obscures our future. We are concerned in this final chapter not with prophecies nor even predictions but with probabilities.

The administrator who is able to establish with some degree of success the probability of a thing happening to that extent has an opportunity to do advance planning either in relation to its prevention or its facilitation or in adjusting to its results. For 'Policy making rests in part on anticipation of the future—predictions of the conditions which policy must face and of the consequences of and responses to alternative lines of action.

Many policy decisions require foreknowledge of events which can not be forecast either by strict causal chains (as can eclipses) or by stable statistical regularities (as can the number of traffic deaths in a given period). For prediction of such events the policy maker has no recourse but reliance on the judgment of experts.<sup>2</sup>

The determination of probabilities is not a matter of guesswork. There are signs along the road that point with some definiteness into

<sup>1</sup> The author is indebted to a number of superintendents of recreation who contributed materials for this chapter.

<sup>2</sup> A. Kaplan, A. L. Skogstad and M. A. Girshick, "The Prediction of Social and Technological Events," *Public Opinion Quarterly* Spring 1950 p. 93.

the future. Many of these signs can be discovered only by an inquiry into the past for, as Mumford points out, "If we have not time to understand the past, we will not have the insight to control the future; for the past never leaves us, and the future is already here."<sup>3</sup>

When we remember that in 1900 not one city in the United States had a playground or recreation department, while in 1950 a total of 1824 governmental agencies conducting community park and recreation services submitted reports to the National Recreation Association, it seems wholly within the realm of probability to suggest that by the turn of the century every person in this country will have an opportunity to participate in a tax-supported program of community recreation, except perhaps those who reside in a few of the most sparsely populated areas.

### ***A NEW CONCEPT OF LEISURE AND RECREATION WILL EMERGE***

'As the hours of leisure increase and the schools meet the challenge by educating for leisure; as the quality of programs improve and a better job of interpretation is carried out; and as we get further away from pioneer days, it can reasonably be expected that leisure will be recognized as a positive aspect of modern culture and recreation as a basic human need. Faced with all the hazards, uncertainties, conflicts, and tensions of a world in which the H-bomb is only one of many new and marvelous ways by which the human race can destroy itself, people will grasp a psychological insight into the significance of leisure which they do not at present possess.

There seems little doubt that the leisure of the individual will be increased considerably with the widespread use of atomic energy and other rapid advances in technology. In the words of Watson, "The electric eye, the automatic pilot, and the host of electronic devices which can control the operation of enormous machines or entire factories will be a powerful influence in reducing the work hours per week. . . . This in itself will have enormous economic effects, but the main effect for youth will be a decrease in the moral and idealistic value of work as such and a growing preoccupation with the use of

<sup>3</sup> Lewis Mumford, *The Condition of Man*, Harcourt, Brace and Company, 1944, p. 14

time for non labor purposes first recreational and second creative"<sup>4</sup>  
An increase in the amount of leisure is but one result that can be anticipated from a further intensification of the technological aspects of our civilization. Society will become ever more highly integrated and ever greater specialization of the individual worker will occur with a resultant decrease in his opportunities to exercise all his talents. This in turn possibly means greater unhappiness unless he finds in his leisure compensatory satisfactions.

If we may assume that the standard of living for everyone continues to rise and the foundations for a more balanced economy are laid there will be a major expansion in job opportunities in the service fields with a corresponding improvement in the art of living. For when people cease to be engrossed by the necessity of making a living they are free to concern themselves with improving the quality of life.

Steiner suggests that values in recreation will be more adequately measured, community taboos will vanish. Sunday will be utilized more for recreation and leisure will become a major object of attention for statesmen.<sup>5</sup>

More and more communities will establish public recreation departments not just because of an increase in leisure and a developing awareness of the importance of recreation but also because of a growing tendency of society to provide services through group action which the individual by himself cannot provide.

### *Recognition of the Higher Values of Recreation*

A system of values will be established based upon the nature and needs of human beings and the nature and needs of American democracy. With the recognition, acceptance and attainment of these higher values, recreation will be accorded a status and dignity which it does not at present possess. Education and recreation will draw ever closer together in values sought, activities conducted and methods employed. In the world wide struggle between democracy and communism the significance of recreation as a great medium of preserving, vitalizing and strengthening democracy will be increasingly recognized.

<sup>4</sup> Goodwyn Watson *Youth After Conflict* Association Press 1947 p 199

<sup>5</sup> Jesse F Steiner and Chester D Babcock *Recreation and Morale* George Banta Publishing Company 1942

One sign which points to the probability of man's increasing concern over the values of recreation is his growing disillusionment with the results obtained by concentrating his energies largely on the conquest of the external world. He is learning through bitter experience that his dream of omnipotence via the physical sciences is rapidly becoming a nightmare, terrible and sinister, because advances in power and scientific knowledge have not been matched by equal gains in the social sciences—in the area of human relationships, ideals, values, self understanding and self-discipline.

### ***RECREATION WILL BECOME A PROFESSION***

As society recognizes the increasing social significance of recreation, both the practitioners and society working together will raise standards to the point where recreation will be accorded full professional status. Among other factors, this will mean well-educated leadership, certification, improvement of working conditions, development of superior programs of professional education in those colleges and universities qualified to offer such curricula, accreditation, professional codes, strong state, regional, and national professional associations, clarification of terminology, and the development of a highly specialized body of knowledge. It is probable that the several national professional organizations now in existence will merge to create one strong professional body or, at least, will effect a federation for united action.

The number of volunteers will increase, particularly with reference to advisory and other services not related to the routine conduct of activities.

### ***ADMINISTRATIVE STRUCTURE AND PRACTICE WILL BE EXTENDED, EXPANDED, AND REFINED***

A rapid growth in county recreation programs may be anticipated under the management of a county wide recreation authority. A fairly recent population trend is especially significant with respect to the problem of county recreation. Wheaton indicates its nature. In 1945 34 percent of our housing was built "in what are called non farm areas, that is, outside the boundaries of incorporated places of 2500 or



greater population      At the present time nearly 60 percent of new residential construction is either wholly outside incorporated cities or towns or in the smaller towns that are beyond what have hitherto been regarded as developed city areas

"If a high level of residential construction is maintained this factor alone could siphon almost 30 percent of our present urban population into the country by 1960 "

This trend toward decentralization of urban areas probably will hasten the prediction of Vettiner who states " it is logical to assume that with the passing of the years people will recognize the importance of eliminating barriers which cities small towns and villages have erected allowing large areas to unite into county units of recreation which will be all embracing "

The truly rural areas of this nation must meet the competition of the city and provide opportunities for a richer and a fuller life or they are likely to find themselves depopulated Partly because of mechanization but also because of loneliness the farm population dropped sharply during the last decade for the first time in the history of the nation While the total population increased 14 percent the farm population dropped 8 percent \*

The trend in municipal administration toward enlarging administrative units by pulling together departments with similar or allied elements and purposes may result in the combining of park and recreation departments especially in the smaller communities

As leaders become better educated and democracy in administration better understood, superintendents will plan programs and facilities and determine policies with full and major participation by leaders and supervisors Superintendents will become social engineers concerned with far broader aspects of community life than is true generally at this time

The public schools not only will do a better job developing in its students skills and interests for leisure but will assume an increasingly important role in the management of recreation in many communities An increase can be expected also in the cooperative school community

\* William L C Wheaton "Our 'Exploding B g Cities' " *National Municipal Review* March 1949 p 130

† Charles J Vettiner *Rural Recreation for America* Louisville 1949 p 190

‡ Richard L Neuberger "Why People Are Moving to Town" *The Survey* March 1951, p 119

type of agreement now successfully operating in Cincinnati and Los Angeles.<sup>9</sup>

All recreation departments will become liable for accidents occurring as a result of their own negligence.

### **STATE AND NATIONAL GOVERNMENTS WILL EXPAND THEIR RECREATION SERVICES**

In 1950, forty states provided services to communities on their local recreation problems.<sup>10</sup> However, only three of these had established a state recreation department, board, or commission. There is good reason to believe that all states within the next fifty years will set up such an agency.

The establishment of a recreation service on the national level through the creation of an office in the federal government will be a likely outgrowth of the public interest in recreation. Through this and the state offices steps will be taken to ensure greater coordination and cooperation among governmental agencies at various levels in the location, planning, and development of national, state, county, and regional parks.

### **PROGRAMS WILL BE ENRICHED**

It is probable that the program of the future will be characterized by:

1. A great expansion in the range of activities with considerably more emphasis upon arts, crafts, music, drama, dance, hobbies, social activities, and individual or dual sports which appeal to both sexes and a wide age-span, corecreational activities, and camping.

2. A vast expansion of adult recreation particularly for the aged. More widespread participation by women and girls in sports.

3. A gradual decrease in industrial recreation as more communities provide tax-supported programs and workers prefer to participate as citizens in a common program rather than as workers in an industrial program.

4. Relatively less emphasis upon the highly competitive team sports

<sup>9</sup> L. B. Ezell and Milton B. O'dell, "Administration of Cooperative School-Community Recreation, *The School Executive*, August, 1951, p. 49.

<sup>10</sup> Arthur Williams, "Developments in 1950," *The Municipal Year Book*, 1951, p. 458

and more upon programs of a friendly cooperative nature designed for all the people increase in recreation opportunities for the handicapped, convalescent, and institutionalized

5 Elimination of all boxing and of highly organized competitive activities for boys below the ages of eleven or twelve elimination of all state, regional, and national tournaments for youth.

6 An emphasis upon relationships among activities and of activities to larger enterprises—the integrated program

7 Excellence and high quality as the people cultivate a taste for the beautiful and the superior and reject the cheap and trivial also as greater emphasis is placed upon the selection of activities in terms of values sought

8 A great increase in the community or civic service type of activity, especially as a part of community center programs

9 More extensive and intensive use and enjoyment of state and national parks and forests as transportation facilities are improved economic standards raised and vacation periods increased

10 Evaluation largely in terms of the effect of activities on human beings, rather than in terms of the number participating as is almost universally true today

### ***AREAS AND FACILITIES WILL BE IMPROVED AND EXPANDED***

Greater resourcefulness and ingenuity will be expended in the development of playgrounds and other areas with a view to making them more attractive and less stereotyped Especially will the playground area for small children as one superintendent put it "be more rugged even junky, to give them a chance for creative play Tunnels natural climbing devices small houses and building materials will be provided"

School buildings and grounds will be used in the late afternoons nights, and on Saturdays to a far greater degree The school of tomorrow will be a community school open year round used as a community center, so constructed as to serve this function more effectively and located on grounds of not less than forty acres

A tremendous development in the lighting of outdoor areas for night play will take place

Small roadside picnic and park areas will be developed in increasing numbers, primarily for use by tourists.

The public demand will bring about an extensive development of beach and harbor areas for recreation.

### RESEARCH WILL BE STIMULATED

A vast and relatively unexplored area awaits the research expert of the last half of the Twentieth Century. The paucity of research in recreation is indicated by the fact that from 1938 to 1947, only eight articles dealing with research in recreation appeared in the *Research Quarterly* and but five in the *Journal of Health and Physical Education*. Kauffman reports, "A review of the index of the Recreation magazine for the years 1937-47 discloses a similar lack of enthusiasm for fundamental studies and research."<sup>11</sup>

One of the major factors which has retarded research in recreation is the lack of preparation of members of the field in the techniques of research. With the removal of this factor through the education of the research expert, as well as the general practitioner qualified to conduct research studies, work in this sadly neglected area can be expected to proceed rapidly. Especially will this be true as communities demand that their departments of recreation provide a higher quality of service and present factual evidence of having achieved tangible and socially desirable results.

### CLOUDS ON THE HORIZON

All, or nearly all, of the foregoing presents a picture highly favorable to public recreation. The author wishes that he might end the book on this optimistic note. Yet there are signs, for those who care to read, that there are at work in our society disintegrating forces which, uncontrolled, not only may prevent attainment of the gains listed above but may lead to the loss of much which we now possess.

The fact that a thing has happened in the past is not necessarily an indication that it will happen again in the future. History never actu-

<sup>11</sup> Earl Kauffman, Jr., *A Critical Evaluation of Components Basic to Certain Selected Professions With a View to Establishing Recreation as a Profession*, Doctor's Thesis, New York University, 1949, p. 482.

ally repeats itself, for conditions are never identical And yet it is untrue that the past has nothing to teach us There have been other civilizations other democracies other cultures as great as, if not greater than our own, but they did not survive Some of the destructive forces responsible for their downfall are already at work in this nation If we know what they are we can do a better job of opposing them Let us take a quick glance at two or three of them

One of the factors responsible for the downfall of both Greece and Rome was a breakdown in the moral standards While there may be no positive proof that the moral fiber of our people is deteriorating it nevertheless is true that the extent of delinquency and crime alcoholism drug addiction gambling bribery graft and other forms of corruption and dishonesty in this nation does not augur well for the future of democracy and anything that weakens democracy is a threat to the future of recreation

As advances in technology grant us more leisure as the machine further lifts from the backs of men the necessity for manual labor as our standard of living rises to ever greater heights can we survive prosperity and the ease and luxury that go with it? Will this new leisure be used constructively or will dissipation increase? No other civilization has been able "to withstand the combination of time and money in the hands of its masses" Durant presents the possible approaching crisis in these words

The life of thought endangers every civilization that it adorns In the earlier stages of a nation's history there is little thought action flourishes men are direct uninhibited frankly pugnacious and sexual As civilization develops as customs institutions laws and morals more and more restrict the operation of natural impulses action gives way to thought achievement to imagination directness to subtlety expression to concealment, cruelty to sympathy, belief to doubt the unity of character common to animals and primitive men passes away behavior becomes fragmentary and hesitant conscious and calculating the willingness to fight subsides into a disposition to infinite argument Few nations have been able to reach intellectual refinement and esthetic sensitivity without sacrificing so much in virility and unity that their wealth presents an irresistible temptation to unpeccious barbarians Around every Rome hover the Gauls around every Athens some Macedon<sup>12</sup>

<sup>12</sup> Will Durant *The Life of Greece* Simon and Schuster 1939 p 470

Is there danger that we may become so softened by a life of ease that when we are threatened by the developing power of an enemy nation we may do as the Greeks did in the latter part of the fourth century—seek to evade our obligations, to deny the need for struggle, to shun the conflict, to prefer spending our money and our time upon pleasures rather than upon preparation for the struggle? If this time ever comes we shall deserve to lose our liberty and all the values associated with it

There is, therefore, nothing predestined about the future of recreation in America. Its welfare is inextricably interwoven with the welfare of the nation at large. The conditions which threaten us are not insolvable, the people are still masters of their society. Some of these conditions are fundamentally problems of leisure, all are problems to whose solution recreation can make an important contribution. But recreation leaders as a group must realize much more clearly than ever before the higher values attainable through recreation and begin immediately to seek these values intelligently and aggressively. There is a new urgency about this demand in a world that has harnessed atomic energy for destructive purposes and whose airplanes have exceeded the speed of sound, an urgency best expressed by Andrew Marvell

But at my back I always hear  
Time's winged chariot hurrying near,  
And yonder all before us lie  
Deserts of vast eternity

Never before in the history of our nation has the opportunity or the need been greater for the leaders of recreation to guide the people along the path that leads to the enrichment of life in a constantly improving democratic society

# Index

---

Accidents 132 203 409-432  
     causes of, 414-415  
     nature of, 410-411  
     reporting system for 429-432  
 Activities classification of playground  
     164-169  
     in community centers 214-218  
 Administration of budget 442-443  
     and channels of procedure 134-135  
     and democracy, 79  
     and legal requirements 84  
     nature of 82  
     principles of 83-90  
 Adolescence, 78 224  
 Adventure need for 104-105  
 Aerial tennis 161 165 173 176  
 Alameda County California 328  
 Alexander Franz, 107-108  
 Alinsky, Saul 211 212  
 American Association for Health Phys-  
     ical Education and Recreation  
     354-355  
 American Association of Group Work-  
     ers 355  
 American Camping Association 355-  
     356  
 American Institute of Park Executives  
     356-357  
 American Recreation Society 357-358  
 American Youth Commission 77  
 Angyal Andras 99 102  
 Apparatus criteria for selection of 195  
     location of 195-196  
     and safety 425 427-428  
     types of 195  
     values of 194-195  
 Archery 161 165  
 Aristides 115  
 Aristotle, 75

Association of College Unions 358  
 Athletics 30-34 165  
     and art, 262  
     interplayground 54 175-177  
 Atlanta, 297  
 Attendance reports 181-186  
 Awards 151  
     criteria for judging, 153  
 Baseball 165 422-423  
     junior 31-32  
 Basketball 33-34 165 192, 270  
 Beach bathing 419-420  
 Bennett Arnold 376  
 Board of Education, 322-324  
 Bode Boyd 137  
 Boston 93 122  
 Boxing 256-257 318 453  
 Boy Scouts 116  
 Brain injuries 256-257  
 Bright, Sallie E. 381-382  
 Brightbill, Charles A. 52, 322, 330  
 Brown Edwin J. 83  
 Brown R E Jr 383  
 Budget 434  
     administration of 442-443  
     control measures for 443  
     importance of 437  
     major headings of 440  
     preparation of 437-438  
     presentation of 442  
     sample 441  
     work program for 438-439  
 Bureau of Agricultural Economics 51  
 Butler George D 153 157 191 207  
 California Recreation Commission,  
     344-345  
 Camping 56-57 178  
 Chamber of Commerce 313

- Chicago, 324, 337
- Cincinnati, 170, 204-206, 303, 325
- Circus 34-36
- City wide activities 34
- Classification for playground competition, 143-144
- Cliques, 230-231
- Clubs, 218, 236, 241, 293, 309-311
- Cole, Samuel Valentine, 426
- College Recreation Association, 358-359
- Collier, John, 94, 98-99
- Columbus Georgia, 335
- Combs, Freda, 297
- Committees, recreation, 61
  - safety, 426-427
  - voluntary state, 345-349
- Community centers, 5, 18-25, 58-59, 210-261
  - councils in, 219-220
  - and custodial services, 248-249
  - financing, 220, 236-237
  - and hours of operation, 235-236
  - in Madison, Wisconsin, 214-218
  - origin and growth of, 212-213, 245
  - and personnel, 237
  - programs in, 6, 215-218
  - in school buildings, 5, 18-25, 245-255
  - and snack bars, 237
  - and Sunday operation, 235-236
  - for youth, 220-231
  - See also Loft, Older Adult Klub, Young Adult Klub
- Community organization, 335-341
- Community service, 169, 453
- Concessions, 237
- Constitution, of baseball association, 267-269
  - of the Loft, 227-230
  - of state recreation associations, 350-353
- Contracts, player, 276-277
- Council, 64, 137-140
  - community, 338-339
  - community recreation, 340-341
  - neighborhood, 339-340
  - playground, 137-140
  - recreation, 64
  - of social agencies, 337-338
  - voluntary state, 345-349
- County recreation, 48-66, 327-330
- Cox, David M., 367
- Croquet, 161, 165, 173, 176
- Croquet golf, 165, 173 176, 199
- Custodial services in community centers 248-249
- Cutlip, Scott M., 366
- Dahir, James, 211, 336
- Dallas, 129
- Dancing, folk, 23, 167-168, 218
  - on gymnasium floors, 418
  - social, 9-10, 157, 242
- Davis, Kenneth S., 163-169
- Decatur, Illinois, 186, 188, 297, 304
- Delinquency, 99-100, 105
- Democracy, 79
  - characteristics of citizens in, 111-117
  - goal of, 109
  - and happiness, 96
  - and leadership, 80
  - nature of, 79-82
  - and moral decadence, 115
  - and recreation, 109-117, 456
  - as source of principles 78-79
  - threats to, 81, 95, 110, 454-456
- Denver, 299, 301
- Dewey, John, 80, 91
- Dimock, Marshall E., 70
- Diogenes, 115
- Doll show, 174
- Donne, John, 335-336
- Dramatics, 168, 218, 299-303
- Dublin, Louis I., 12-13
- Durant, Will, 115, 262, 455
- Dyer, Donald B., 177, 397-398
- Eastwood, Floyd, 411
- Educational Policies Commission, 156
- Emotional control, 106-108
- Enabling act, state, 389-392
  - important features of, 391-392
  - North Dakota, 390-391
  - states possessing, 389
- Ends and means, 148-149, 156, 331
- Ethics, 94, 111
- Evaluation, of programs, 95, 257-258, 453
  - of types of organization, 322
- Excellence love for, 49



- Facilities, community center, 5-9  
   fencing of, 206-207  
   lighting of, 205-206  
   maintenance of, 272  
   playground, 196-207  
   standards for playground, 197-202  
   used in school buildings, 250  
 Family recreation, 178 233-235  
 Farina, Albert M., 388  
 Farmer's field day, 60  
 Fees and charges, 151, 236  
 Field trips, 402-403  
 Fight or flight mechanism, 106-108  
 Finances, from bond issues, 436  
   in community centers, 220 236-237  
   for competitive sports, 273-274  
   control of, 149  
   from fees and charges, 151  
   from general fund 435  
   major sources of, 435  
   from mill tax, 436  
 First aid, 406-407  
 Fishing, 54-55, 308-309  
 Float parade, 297  
 Flying squadron, 59-60, 292  
 Football, 423-425  
 Forfeits, 283-284  
 4-H Club, 52, 327  
 Frank, Melvin D., 412-414  
 Fun, as value in recreation, 156  
 Future Farmers of America, 327  
 Future of recreation, 447-456  
  
 Games, 164-165, 218  
 Gandhi, Mahatma, 149  
 Gardiner, E. Norman, 263  
 Gardner, George E., 109  
 Gaus, John M. 74, 82  
 Girl Scouts, 116  
 Clueck, Eleanor Touroff, 245  
 Clueck, Sheldon and Eleanor, 100, 105  
 Goldsmith, Oliver, 96  
 Governmental and proprietary act,  
   386-387, 397-400  
 Grange, 327  
 Greece, 115, 262, 455-456  
 Guidance, 224  
 Gymnasium, 418  
 Gymnastics, 165  
  
 Hagman, Harlan L., 74-75  
 Halloween party, 313  
  
 Halstead, Ward C., 257  
 Handcraft, 23, 166, 218, 295-298  
 Handicapping, 269-270  
 Hart, Admiral, 89  
 Hartley, Eugene L., 378  
 Hiking 307-309  
 Hillman, Arthur, 336  
 Hobby, 218  
   show, 311-312  
 Holy, Thomas C., 254-255  
 Homer, 262  
 Hopkins, L. Thomas 163  
 Horseshoes, 161, 165, 173, 176, 199  
 Hunting 308-309  
 Husking bee, 61  
 Hutchins H. Clifton, 247  
 Hypertension, 107-108  
  
 Ice skating 422  
 Independence Rock, 192  
 Industrial recreation 452  
 Industrialization, 100, 104  
 Insurance, liability, 404-405  
   sports, 284-286  
 Integration 160-163, 453  
  
 Jacks, Lawrence Pearsall, 118  
 Jacksonville, Florida, 173, 205 293,  
   295, 310-311, 325, 333  
 Jefferson County, Kentucky, 175 205  
   292 328  
 Johnson, Wingate M., 12  
  
 Kansas City, Missouri, 203  
 Kauffman, Earl, 92, 349, 454  
 Kenosha, Wisconsin, 277, 299, 304  
 Kimbel, Anthony F., 421  
 King County Washington 329  
 Kite tournament, 297-298  
 Koopman G. Robert, 332  
  
 Lakewood Ohio, 235  
 Lamers, William M., 368  
 Landis Paul H., 77-78 102  
 Lantern parade 295-296  
 LaPiere, Richard T., 146  
 Lawton George 13-14  
 Lay participation, 85, 137-140, 578-  
   380  
 Leadership and absence from grounds  
   147

## Leadership—(Continued)

in community centers, 237-245  
and conduct, 145  
and democracy, 80  
and dress, 145

duties and responsibilities in community centers, 239-244  
function of democratic, 238  
for interplayground athletics, 177

lay, 85, 137-140, 378-380  
legal standards for, 400-402

and participation in department activities, 147  
qualities and competencies, 238-239  
and relation to children, 146  
and relation to community, 147-148  
and safety 425-428  
and smoking, 146

in sports programs, 265

volunteer, 176-177, 244-245

Lee, Joseph, 198-199

Legislation, 386-394

local, 392-394

state enabling, 389-392

Leisure, 50-51, 448-449, 455

Liability for accidents, 394-408

essentials of, 395

on field trips, 150-177

in the future, 452

governmental immunity from, 400

Lighting, and the future 453

playground facilities, 205-206

standards for, 418

Lilienthal, David E., 79, 86, 168

Lilly, John, 309

Lindeman, Eduard C., 95, 149

Little Theatre, 299-301

Lloyd, Frank S., 411

Lodi, California 308-309

Loft, 17-18, 214, 220-231

Long Beach 135, 138-140 182-185,  
285, 406

Loop tennis, 165, 173, 176, 199

Los Angeles, 203, 340-341, 405, 412,  
430

Los Angeles County, California, 329-  
330

Louisville, 292

MacCorkle, Stuart A., 388, 398

McCloskey, Mark A., 212

McCluggage, Marston M., 85-86

McMillen, Wayne, 336-337

Madison, Wisconsin, 143, 154, 214-217,  
235, 255, 276-277, 281, 285, 293,  
295, 298, 305-307, 323, 333, 394

Managing authority, 318-327

board of education as, 322-324

evaluating types of, 322

park department as, 324-325

recreation commission as, 325-326

Manitowoc, Wisconsin, 310, 312

Man's nature, 76

Marvell, Andrew, 456

Mechanization, 97-98, 448, 455

Menninger, William C., 109

Mental illness, 108-109

Meyer, Harold D., 52, 322, 330

Milwaukee, 130, 132, 134, 136, 205,  
235, 322, 333-334

Minneapolis, 186-187, 235, 307, 311,  
324, 333

Mobile theatres, 300-303

Monongalia County, West Virginia,  
328-329

Mooney, James D., 76

Moral values 115-117

Mort, Paul R., 74-75

Morgan, Arthur E., 49-50, 219

Motivation, 76-78, 233-234

Multiple-purpose areas, 199

Mumford, Lewis, 212-213, 448

Music, 167, 218, 303-307

Naismith, James, 192

National Industrial Recreation Association,  
359-360

National Recreation Association, 122,  
133, 181, 204, 213, 263, 267, 287,  
293, 318, 330, 349, 393, 422, 434,  
448

National Safety Council, 414, 430

Nature recreation, 168-169, 307-309

Needs, individual, 48, 76-78, 96-109  
of youth, 77-78

Negligence, 395-397

Nehru, Jawaharlal, 148

Newspapers, 368-371

Newton, Massachusetts, 313

North Carolina Recreation Commission,  
342

North Dakota, enabling act, 390-391

- Oakland, California, 200  
 Oberteuffer, Delbert, 97, 153  
 Officials sports, 270-271  
 Older Adult Klub 12, 14-17, 214  
 Old people, 12-17  
     deterioration of, 13  
     and the future, 452  
     increase in life expectancy of, 12  
     increase in number of, 12  
     leadership for, 17  
     recreation values for, 14  
     *See also* Older Adult Klub  
 Olympic Games, Junior, 57-58, 161-162  
 Organization, 135  
     community, 335-341  
     of community centers, 219-220  
     for competitive sports, 265-286  
     defined 317  
     first steps in community center 231-237  
     first steps in playground, 135-144  
     major forms of, 360  
     of municipal departments 318-327, 331-335  
     of playground councils 137-140  
     of playground programs, 170-178  
     principles of, 331  
     staff, 332-335  
     on the state level, 341-353  
     types of, 318-327  
     of youth centers 220-231  
 Ostrander, Raymond H., 327  
 Pack, Arthur N., 101  
 Paddle tennis, 161, 165 173 176  
 Parafall, 203-204  
 Parent Teacher Association 240 327 348, 383-384  
 Park department, 324-325  
 Parmenter Street Chapel playground, 122 154  
 Peattie, Donald Culross, 95  
 Peckham Experiment, 233-234  
 Pelletized rubber, 203-204  
 Permits, 277-279  
 Personnel, 133  
     in charge of playgrounds, 133-134  
     in community centers 237  
     qualifications and salaries of, 133-134  
 Personnel—(Continued)  
     playground records, 179  
     supervisory, 134  
 Petition, 42  
 Pet show 26-27  
 Philosophy, 91-121  
 Picnic kit, 293-294  
 Pinckney, Jeanie M., 394  
 Plastic paint, 204  
 Plato, 93  
 Playgrounds, 25-30, 122-209  
     activities correlation of, 27  
     and classification for competition 143-144  
     desirable characteristics of, 126-128  
     and discipline, 146  
     and fencing 206-207  
     and hours of operation, 129-131  
     and leadership 127-128 131  
     and lighting 205-208  
     misconceptions regarding 123-126  
     and opening day, 140  
     and origin of playground movement, 122  
     and program of activities 154-178  
     and program organization 170-178  
     and records and reports 178-188  
     and registration 141-142  
     role of 123  
     and safety 194-207, 421-431  
     and shelter house 201  
     and size, location and divisions, 197-199  
     and surfacing 202-205  
     and wading pool 201  
 Policies, playground 144-154  
     on care of injured, 428-429  
     on field trips 402-403  
     purchasing 169  
     on releases and waivers 405  
     on transportation, 403-404  
 Pope Alexander 317  
 Population trend 12-13  
 Portland Maine 302-303  
 Preece Marion 249  
 President's Committee on Administrative Management, 75  
 Principles of administration 26-27, 63-90  
     nature and sources of, 74-83  
     need for, 69-72

- Principles of administration—(*Cont*)  
 of playground program planning, 158-164
- Professional associations or societies,  
 national, 353-360  
 state, 349-353
- Program, enrichment of playground,  
 178  
 organization of playground, 170-178  
 of playground activities, 154-178  
 playground core, 172  
 on a playground defined, 156  
 principles in relation to planning,  
 158-164  
 sound bases of, 72  
 unsound bases for construction of  
 playground, 71-72  
 variations of playground, 149-150
- Protests, 269
- Psychosomatic, 106-108
- Publicity, 136  
 at opening of playgrounds, 136  
 for sports, 273
- Public relations, 362-385  
 and making enemies, 372-376  
 methods in, 384  
 and other municipal departments,  
 368  
 and the newspapers, 368-371  
 as personal relations 362-368  
 planning for, 380-383  
 purposes of, 380  
 and radio, 371  
 techniques, 377-380
- Punke, Harold H., 245-246
- Radio, 371
- Records, playground, 178-181  
 playground inventory, 187  
 playground registration, 141-142
- Recreation, and community relation-  
 ships, 335-341  
 contributes to individual needs, 28-  
 29, 76-109  
 contributes to needs of society, 29-30  
 defined, 120  
 and democracy, 109-117, 456  
 and education, 117-118  
 in elementary schools, 320-321  
 and the future, 447-456  
 greatest weakness of, 123
- Recreation—(*Continued*)  
 a local function, 389  
 and mental illness, 108-109  
 in Merion, 3-36  
 and moral values, 116-117  
 and physical education, 22-24, 157  
 in rural areas, 48-66, 327-330  
 and schools, 327  
 and school buildings, 5, 18-25  
 in villages, 39
- Registration blank, 143
- Registration of playground participants,  
 141-142
- Reiley, Alan C., 74-75
- Relays, 166
- Releases and waivers, 405-406
- Releases, player, 277
- Rental charges for use of school build-  
 ings, 248
- Reports, activities, 185-186  
 attendance on playgrounds, 181-186  
 leader's annual, 186
- Research, 287, 321, 411-414, 454
- Richmond, Virginia, 300, 438, 441
- Rifery, 310
- Rome, 115, 455
- Rosenfield, Harry N., 400-401, 403,  
 405
- Rural life, and decrease in population,  
 451  
 and play poverty, 48-49
- Rural recreation, 48-66  
 activities in, 54-61  
 administration of, 61-65  
 factors affecting development of, 50-  
 52  
 financing, 64-65  
 inadequacies in, 48-49, 327  
 need for, 48-49  
 organization for, 61-65, 327-330
- Safe place statutes, 399-400
- Safety, in areas and facilities, 194-207,  
 417-421  
 in building construction, 417-419  
 in equipment and supplies, 421-425  
 in lantern parades, 296  
 and leadership, 425-427  
 and legal requirements, 416-417  
 need for in recreation, 411-414

## Safety—(Continued)

- philosophy of, 407, 409-411
- on playgrounds, 194-207, 421-431
- St. Louis County, Minnesota, 330
- Schara, A. J., 312-313
- Schools, and adaptation for recreation use, 250-253
  - and buildings used for recreation, 18-25, 453
  - for community use, 254
  - and recreation responsibilities, 320-321
  - and rental charges, 219
  - as Saturday centers, 18
  - and securing use of buildings, 247
  - as social institutions, 255
- Scott, Sir Walter, 100
- Scott, Walter L., 178
- Scars, Jesse B., 71
- Seaton, Don Cash, 411, 423
- Sedentary living, 97-98
- Shelter house, 201
- Sieder, Violet M., 336-338
- Sims, Newell LeRoy, 49
- Slavson, S. R., 106
- Snack bar, 9-10, 24, 237
- Social behavior, 90, 102-103, 113-114, 243
- Social psychology, 89
- Social recreation, 59-61, 149, 166 292-293, 378
- Sociometry, 258
- Softball, 165, 176 278 422-423
- Sorinsson, Roy, 319-320
- Special events, 173
- Spectatorship, 234
- Sponsors, 282-283
- Sports 164-165, 218 262-289
  - activities, 275
  - in ancient times 262
  - for boys under twelve, 286-289, 453
  - contracts and releases 276-278
  - equipment, supplies, and facilities, 271-272
  - extent of participation in, 263-264
  - and factors basic to successful operation of, 265-278
  - financial support for, 273-274 282
  - individual or dual, 165
  - officials, 270
  - organizations, 267

## Sports—(Continued)

- team, 165
- values in, 264
- Spray pool 202
- Standards 128
  - for lighting areas, 418
  - for playgrounds, 128
  - for playground leadership, 133-134
  - for safety, 417-421, 424
  - for supervision 400-401
- State recreation organization, and the future, 452
  - through commissions and boards, 341-345
  - through professional associations 349-353
  - through voluntary councils 345-349
- Status need for, 28-29, 78 99-101
- Steiner, Jesse F., 449
- Steinhilber, Arthur H., 256
- Stunts, 165
- Sublimation 106
- Suicide, 95 102
- Sunday recreation, 232, 235-236
- Supervision, legal requirements 400-402
- Supplies and equipment for competitive sports, 271-272
  - educational possibilities in 191-192
  - issuance and care of 191-193
  - for playgrounds 189-196
  - procurement of, 189
  - safety in 421-425
  - storage of, 190
  - and values sought 188
- Surfacing of playgrounds, 202-205
- Swimming pools 419
- Tension 106 108
- Thomas, W. I., 76
- Tolstoy, Leo 93
- Union County New Jersey, 330
- United States Department of Agriculture 51, 327
- United States Department of Commerce 439
- United States Department of Labor 439
- Unity, 99, 101 128, 161, 163

- Urbanization, 97, 100, 102, 210-212
  - and democracy, 211-212
  - evils of, 210-212
  - and the future, 450-451
- Urwick, L., 321
- Values, 91-121
  - and the future, 448-449
  - as guide to program construction, 155
  - human relationships, 109-117
  - importance of, 92
  - individual fulfillment, 94-109
  - moral, 115-117
  - significance of, 91-92
  - sources of, 92-94
- Vermont Recreation Board, 342-344
- Vettner, Charles J., 53, 60, 451
- Village recreation, 39-66
  - leadership for, 46
  - programs of, 45-46
  - promotion of, 39-44
 See also Rural recreation
- Volleyball, 32-33, 159, 274
- Volunteer leadership, in community centers, 244-245
  - and the future, 450
- Wading pool, 201-202
- Wargo, Michael E., 412
- Water festival, 310-311
- Watson, Goodwin, 448-449
- Westchester County, New York, 330
- West Palm Beach, 292
- Wheaton, William L. C., 451
- Whitney, Albert W., 409
- Williams, Jesse Feiring, 74
- Wilson, Joe, 309
- Wisconsin Interscholastic Athletic Association, 423
- Wisconsin Recreation Council, 346-348
- Wolff, Max, 337
- Workmen's Compensation, 284
- Young Adult Club, 5-12, 214
- YMCA, 116, 192
- Youth Authority, Department of Welfare, 388
- Youth Development Council, 387
- Youth recreation, 17, 220-231
  - democracy in administration of, 225-231
  - financing, 223-224
  - and organization of youth centers, 220-231
  - and prevention of cliques, 230-231
 See also Loft
- Zaun, Cecil, 203-204